

# West Indianapolis Neighborhood Plan



City of Indianapolis  
Metropolitan Development  
Division of Planning

October, 1996



STEPHEN GOLDSMITH

METROPOLITAN DEVELOPMENT COMMISSION  
OF MARION COUNTY, INDIANA

Resolution No. 96-CPS-R-005, 1996

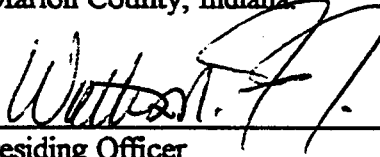
RESOLUTION 96-CPS-R-005, 1996 AMENDING A SEGMENT OF THE  
COMPREHENSIVE OR MASTER PLAN OF MARION COUNTY, INDIANA, WEST  
INDIANAPOLIS NEIGHBORHOOD PLAN.

BE IT RESOLVED, that, pursuant to I.C. 36-7-4, the Metropolitan Development Commission of Marion County, Indiana, hereby amends the COMPREHENSIVE OR MASTER PLAN OF MARION COUNTY, INDIANA, by the adoption of the WEST INDIANAPOLIS NEIGHBORHOOD PLAN, which is attached hereto, and incorporated herein by reference as an AMENDMENT TO THE COMPREHENSIVE OR MASTER PLAN OF MARION COUNTY, INDIANA.

BE IT FURTHER RESOLVED that the Secretary of the Metropolitan Development Commission is directed to certify copies of this RESOLUTION 96-CPS-R-005, 1996 AMENDING THE COMPREHENSIVE OR MASTER PLAN OF MARION COUNTY, INDIANA, WEST INDIANAPOLIS NEIGHBORHOOD PLAN.

BE IT FURTHER RESOLVED that the Director of the Department of Metropolitan Development is directed to mail or deliver certified copies of this RESOLUTION 96-CPS-R-005, 1996, to legislative authorities of all incorporated cities and towns in Marion County, Indiana, the Mayor of the City of Indianapolis, the City-County Council of Indianapolis and Marion County, and Board of Commissioners of Marion County, Indiana. The Director shall also file one (1) copy of the resolution in the office of the Recorder of Marion County, Indiana.

Date: OCT 16 1996

  
\_\_\_\_\_  
Presiding Officer  
Metropolitan Development  
Commission

APPROVED AS TO LEGAL FORM AND  
LEGAL ADEQUACY THIS 1 DAY  
OF OCTOBER, 1996.

  
\_\_\_\_\_  
Stephen Neff  
Assistant Corporation Counsel

## Table of Contents

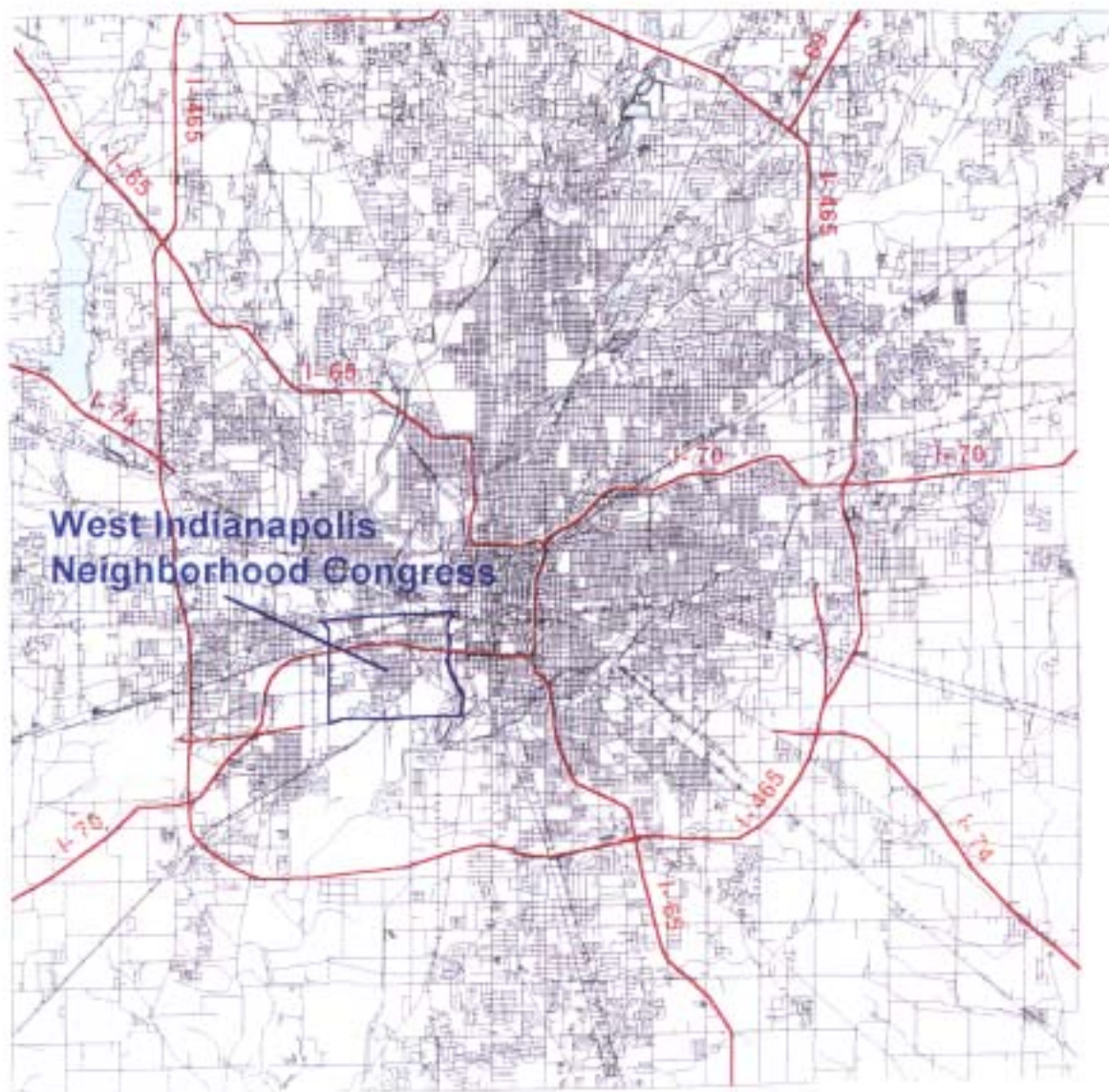
EXECUTIVE SUMMARY .....	1
INTRODUCTION .....	5
DATA INVENTORY .....	6
History .....	6
Demographic Profile .....	6
Crime .....	11
Parks .....	11
Transportation .....	13
Capital Improvements .....	15
Schools .....	16
Land Use .....	16
Building Conditions .....	20
Social Services .....	24
Issues in 1995 .....	26
ASSETS AND LIABILITIES .....	30
Assets .....	30
The People and Their Sense of Community .....	30
Churches and Schools .....	30
Community Services .....	30
Safety .....	31
Affordable Housing .....	31
Businesses .....	31
Neighborhood Newspaper .....	31
Location .....	31
Public Transportation .....	31
Library .....	32
Liabilities .....	32
Environmental Quality .....	32
Condition of Buildings .....	32
Infrastructure .....	32
Litter in Alleys .....	33
Lack of Organized Activities for Teens .....	33
GOALS, OBJECTIVES, AND SPECIFIC ACTIONS .....	34
Improve housing stock .....	34
Improve condition of the streets .....	34
Improve neighborhood infrastructure where needed .....	35

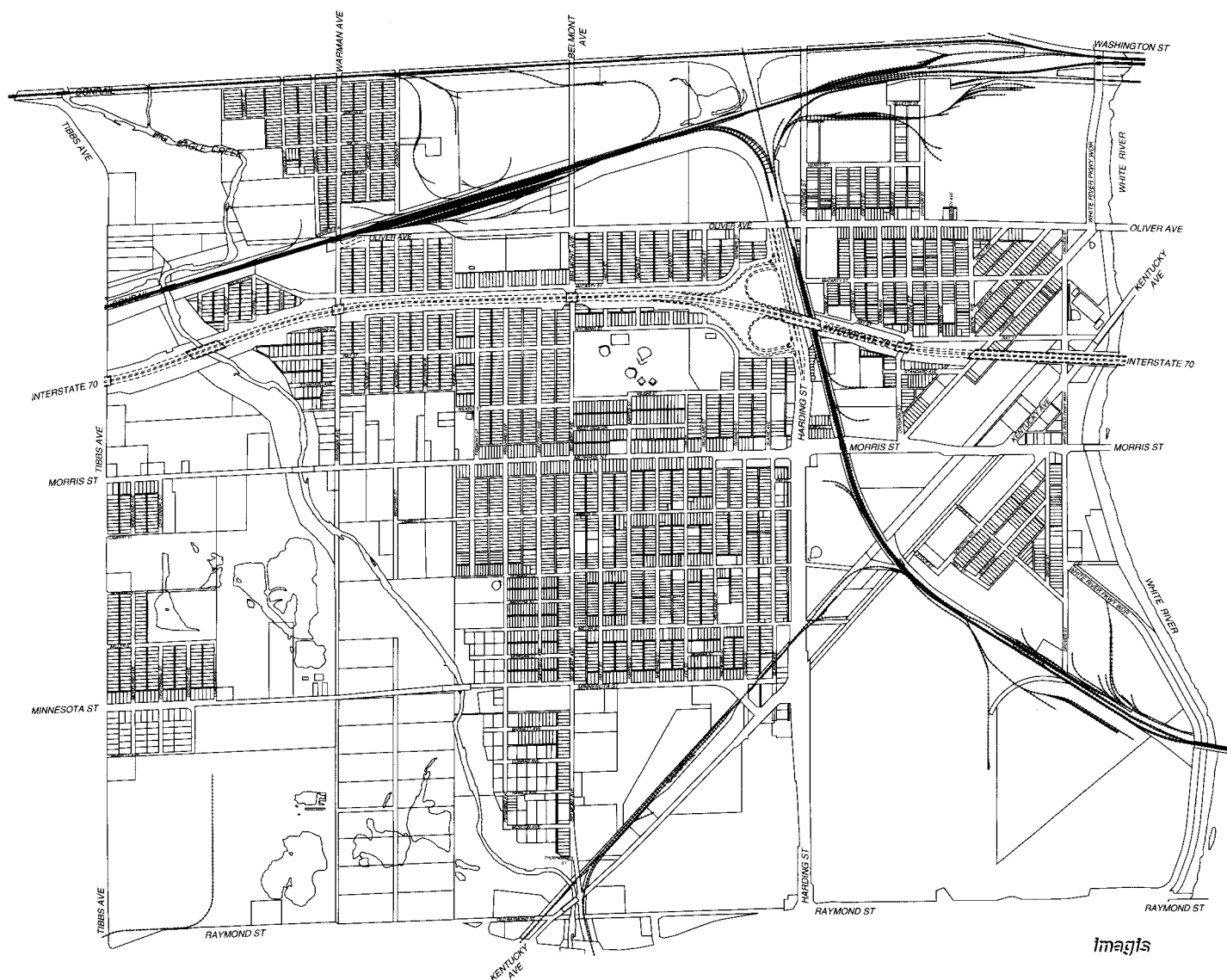
Provide better access to information and improve participation by neighborhood residents and City agencies to help address environmental problems .....	36
Maintain and support the services of the new Mary Rigg Neighborhood Center .....	37
Attract needed businesses to the neighborhood .....	37
Assure that all residential areas get a fair share of any resources distributed to the entire neighborhood .....	38
Increase positive activities for youth .....	38
Minimize the amount of noise coming from major roads .....	39
Reduce the amount of litter in alleys .....	39
Develop better communication with police and fire departments .....	39
Develop a neighborhood playground .....	40
Encourage the Indianapolis Public Transportation Corporation to keep current routes and fares .....	40
Increase evening hours at the library .....	40
HOUSING PLAN .....	41
LAND USE PLAN .....	51
ZONING PLAN .....	57
CREDITS .....	61

## Maps, Charts, and Tables

<u>Maps</u>	<u>Page</u>
Map 1 - Marion County, Indiana .....	i
Map 2 - West Indianapolis Neighborhood Congress .....	ii
Map 3 - Existing Land Use .....	19
Map 4 - Surveyed Building Conditions .....	23
Map 5 - Issues in 1995 .....	29
Map 6 - Land Use Plan .....	56
Map 7 - Zoning Plan .....	60
 <u>Charts</u>	
Chart 1 - Age Structure .....	8
Chart 2 - 1989 Household Income .....	9
Chart 3 - Age of Housing .....	10
 <u>Tables</u>	
Table 1 - Racial Composition .....	10
Table 2 - 1995 Existing Land Use .....	17
Table 3 - 1995 Surveyed Building Conditions .....	21

## Map 1 - Marion County, Indiana





## **MAP 2 - WEST INDIANAPOLIS NEIGHBORHOOD CONGRESS** **WEST INDIANAPOLIS NEIGHBORHOOD PLAN**



## EXECUTIVE SUMMARY

### THE AREA AND THE PLANNING COMMITTEE

The West Indianapolis Neighborhood Plan is an inventory of and future plan for the area covered by the West Indianapolis Neighborhood Congress. The Congress' boundaries consist of the Conrail railroad tracks on the north, the White River on the east, West Raymond Street on the south, and South Tibbs Avenue on the west (see Maps 1 and 2).

The West Indianapolis area was settled during the last half of the 19th century on the southwest side of the City of Indianapolis. Parts of the neighborhood have been industrialized for well over 100 years.

The West Indianapolis Neighborhood Plan is an update to a previous plan completed in 1992. The core of the 1992 plan remains, however, a larger geographic area is now a part of this plan since the formation of the West Indianapolis Development Corporation (WIDC). The WIDC has brought about a new focus in dealing with neighborhood issues and has set priorities and obtained funds for housing improvement in the neighborhood.

In order to begin updating the neighborhood plan, a working group of residents was formed to discuss and plan for the future of the neighborhood. Discussions among residents begun in response to recent issues and a need to find solutions sufficient to satisfy the neighborhood. A vital part of this plan has been the involvement of the residents.

This neighborhood plan represents a cooperative effort among area residents, the City of Indianapolis, and members of the business community. Representatives of these various groups worked together to develop goals, strategies, and specific actions for future revitalization of the West Indianapolis neighborhood.

The recommended actions include City sponsored programs, public-private partnerships, and programs implemented by the residents of the neighborhood. Identified were a broad range of housing needs including the increase of home ownership, new construction, and rental housing.

After the plan is accepted by the neighborhood residents and adopted by the Metropolitan Development Commission, the plan is intended to serve as a guide for implementing public improvement programs and steering private investment.

### DATA INVENTORY

A data inventory was compiled before commencement of committee meetings. This inventory includes social and economic characteristics of the population.



## ASSETS AND LIABILITIES

Neighborhood **assets** identified by the Committee include:

1. The People and Their Sense of Community
2. Churches and Schools
3. Community Services and Health Care
4. Safety
5. Affordable Housing
6. Businesses
7. Neighborhood Newspaper
8. Location
9. Public Transportation
10. Library

Neighborhood **liabilities** identified by the Committee include:

1. Environmental Quality
2. Condition of Buildings
3. Infrastructure
4. Litter in Alleys
5. Lack of Organized Activities for Teens

The Plan is developed in attempt to remove or mitigate the liabilities and maintain or enhance the assets. The assets and liabilities are converted into recommended goals, strategies, and specific actions. The recommended actions include City sponsored programs, public-private partnerships, and programs implemented by the residents of the neighborhood. The goals outlined by the planning committee in 1992 and reaffirmed by the present committee are:

1. **Improve housing stock**
2. **Improve condition of the streets**
3. **Improve neighborhood infrastructure where needed**
4. **Provide better access to information and improve participation by City agencies and residents to help address environmental problems**
5. **Maintain and support the services of the Mary Rigg Neighborhood Center**
6. **Attract needed businesses to the neighborhood**

- 7. Assure that all residential areas get a fair share of any resources distributed to the neighborhood**
- 8. Increase positive activities for youth**
- 9. Minimize the amount of noise coming from major roads**
- 10. Reduce the amount of litter in alleys**
- 11. Develop better communication with Police and Fire Departments**
- 12. Develop a playground south of Morris Street**
- 13. Encourage the Indianapolis Public Transportation Corporation (IPTC) to keep current stops and routes**
- 14. Increase evening operating hours at the library**

#### **HOUSING PLAN**

The Housing Plan for the West Indianapolis neighborhood utilizes a variety of programs to address a wide range of housing needs. The plan recommends programs consistent with those of the WIDC to improve the housing stock within the neighborhood.

#### **LAND USE PLAN**

The Land Use Plan for the West Indianapolis neighborhood is designed as an update to the Comprehensive Plan of Marion County. This plan develops recommendations for land use that address issues and concerns of residents and property owners in the neighborhood. Recommendations for future development address environmental problems, reuse of vacant sites and buildings, and areas in transition from one use to another.

#### **ZONING PLAN**

The Zoning Plan was developed after reviewing current zoning and recommendations for future land use. Similar to land use, the zoning plan develops recommendations for zoning that address concerns of residents and property owners.

Most of the recommended zoning changes for the West Indianapolis neighborhood are designed to properly designate properties whose uses, although appropriate, are not supported by the existing zoning classifications. The other zoning recommendations provide direction for development on vacant land and areas in transition to a different use. An effort was made to buffer incompatible uses.

## **CONCLUSION**

The West Indianapolis neighborhood is rich in resources and assets which can serve as sources of renewal and revitalization. Resources targeted for this neighborhood can build on the assets already present by enabling residents and public and private agencies to reinforce the neighborhood as a safe and attractive place to live.

## INTRODUCTION

The purpose of neighborhood planning is to encourage the preservation, revitalization, and enhancement of neighborhoods. Many older neighborhoods have problems such as physical deterioration of buildings and infrastructure; social ills affecting the elderly population, low income persons, and single parent families; and economic deficiencies such as a poor investment climate, reduced buying power, and limited job opportunities. Solutions to these problems require a concerted effort on the part of the community.

In coordination with neighborhoods, plans can be developed with guidelines to coordinate resources, reinforce neighborhood vision, and revitalize the area. Once a plan is accepted by neighborhood residents and officially recognized by the City of Indianapolis through adoption by the Metropolitan Development Commission, a neighborhood plan can serve as the guide for implementing public improvements, steering private investment, and directing the grass roots efforts of neighborhood residents.

Since planning's function is to guide development, a plan itself does not mandate action but outlines all the necessary steps to action. Neighborhood planning seeks to guide both short term and long range improvements at the micro level, but it's focus is primarily on changes which require considerable time and effort to accomplish.

A vital part of neighborhood planning is the involvement of the residents. During the development of the West Indianapolis Neighborhood Plan, the needs and concerns of persons living in the area were expressed in a number of public meetings and working sessions.

To begin this process, an inventory of demographic, social, and physical development characteristics was compiled and summarized. During a series of neighborhood meetings the neighborhood's assets, problems, and community resources were determined, and recommended actions for improvement were established. The ultimate goal was to develop meaningful policies and programs in coordination with neighborhood residents, City of Indianapolis staff, businesses, and local organizations.

## DATA INVENTORY

### HISTORY

The West Indianapolis Neighborhood is one of the older neighborhoods in the City. The earliest residents arrived in the 1820's, many coming from Kentucky, Tennessee, and southern Indiana. The area defined as the West Indianapolis Neighborhood is between the White River on the east, South Tibbs Avenue on the west, the Conrail railroad tracks on the north, and West Raymond Street on the south. First incorporated as the town of West Indianapolis in 1882, it became an incorporated city in 1894, and was annexed into the City of Indianapolis in 1897.

Parts of the neighborhood have been industrialized for well over 100 years. Today, West Indianapolis is one of the larger areas of industrial concentration in the City. Industries such as National Starch and Chemical Corporation and the Indianapolis Stockyards were established before 1880. The site of the General Motors factory, located on Oliver Avenue, was in use as early as 1911 by the Perry Manufacturing Company, which built carts, wagons, and carriages. The residential areas of the neighborhood developed as a result of manufacturing growth.

Examining demographic and other social characteristics of the West Indianapolis neighborhood is an important step in formulating this plan. Distribution of the age groups, composition of households, social service providers, crime statistics, and economic conditions give an indication of services needed, land use demands, and housing needs.

Examining demographic change has been limited in this neighborhood because of census geography changes between the years 1960, 1970, 1980, and 1990. For the year 1990, a block group was the census geography chosen to examine demographic characteristics. In previous years, the block group geography may or may not have been available.

However, the boundaries of some block groups in 1990 extend a short distance beyond the boundaries of West Indianapolis, therefore, the demographic analysis will include this additional area. The exception is total population which was available at a geographic area that matched exactly the boundary of the West Indianapolis neighborhood.

### DEMOGRAPHIC PROFILE

#### 1. Population

In 1990, the total population of West Indianapolis was 9,266 persons. This is a 10.3% decrease in population from the 1980 figure of 10,332.

Since 1960, the West Indianapolis population has decreased by 7,732 persons from 16,998, a 45.5% drop.

In comparison, Center Township, Wayne Township, and Marion County showed population changes of -12.7%, 2.4%, and 4.2% respectively during the 1980's. Since 1960, these areas showed population changes of -45.4%, 26.0%, and 14.3%. It is clear both West Indianapolis and Center Township have had similar trends of population decline over the last thirty years.

## 2. Housing Units (Occupied and Vacant Residences)

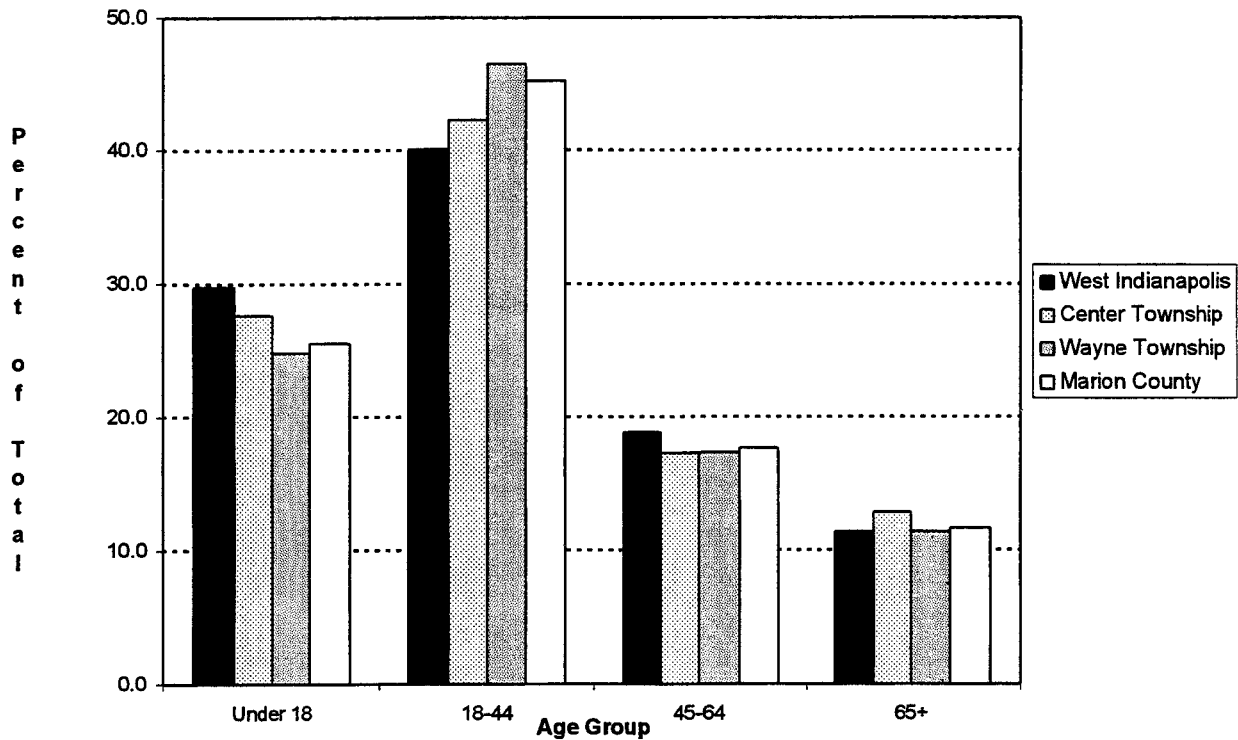
In 1990, the total number of housing units in West Indianapolis totaled 3,831. This is a 4.4% decrease from the 1980 figure of 4,009 housing units. Since 1960, the West Indianapolis area has lost 1,459 housing units, a 27.6% drop from 5,290 units. Clearly, the construction of I-70 and expansion of Harding Street has impacted housing and population numbers.

In comparison, Center Township, Wayne Township, and Marion County showed housing unit changes of -5.7%, 10.2%, and 12.9% respectively during the 1980's. Since 1960, these areas showed housing unit changes of -23.2%, 95.3%, and 65.0%. Again, it is clear both West Indianapolis and Center Township have had similar trends of housing decline over the last thirty years.

## 3. Age

The age of persons in West Indianapolis is displayed in Chart 1. A higher percentage of persons are in the under 18 year and 45-64 year age groups when compared to Center Township, Wayne Township, and Marion County. Those under 18 years of age account for nearly 30% of the population in West Indianapolis.

Chart 1 - Age Structure



#### 4. Racial Composition

The West Indianapolis neighborhood is almost entirely comprised of Caucasian persons. In 1990, Caucasians totaled 98.3% of the population as displayed in Table 1. West Indianapolis differs significantly in racial composition when compared to Center Township, Wayne Township, and Marion County.

Table 1  
Racial Composition

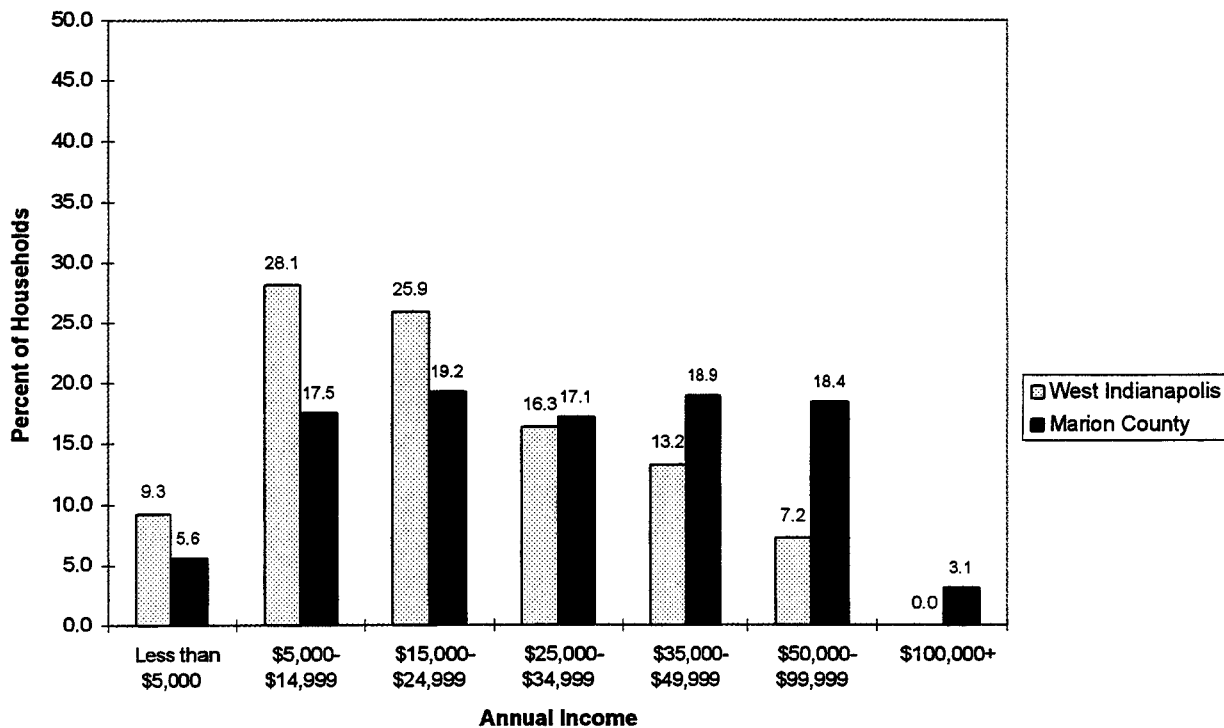
Race	West Indianapolis		Center Township		Wayne Township		Marion County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
White	9,119	98.2%	105,492	57.9%	106,741	84.9%	615,039	77.2%
Black	149	1.6%	74,442	40.9%	16,917	13.5%	169,654	21.3%
Other	19	0.2%	2,206	1.2%	2,041	1.6%	12,466	1.6%
Total	9,287	100.0%	182,140	100.0%	125,699	100.0%	797,159	100.0%



## 5. Income

Household income in West Indianapolis during 1989 was similar to Center Township's, but well below households in Wayne Township and Marion County. As displayed in Chart 2, West Indianapolis showed a higher percentage of lower income households. Even though West Indianapolis is similar in many ways to Center Township, the average household income in West Indianapolis is less because of the higher income redeveloped areas in Center Township.

Chart 2 - 1989 Household Income



Not surprisingly, the percent of persons in West Indianapolis below the poverty level was higher than Wayne Township and Marion County. In 1989, the percent of persons in poverty was 21.3%, compared with Wayne Township (11.2%) and Marion County (12.1%).

## 6. Education

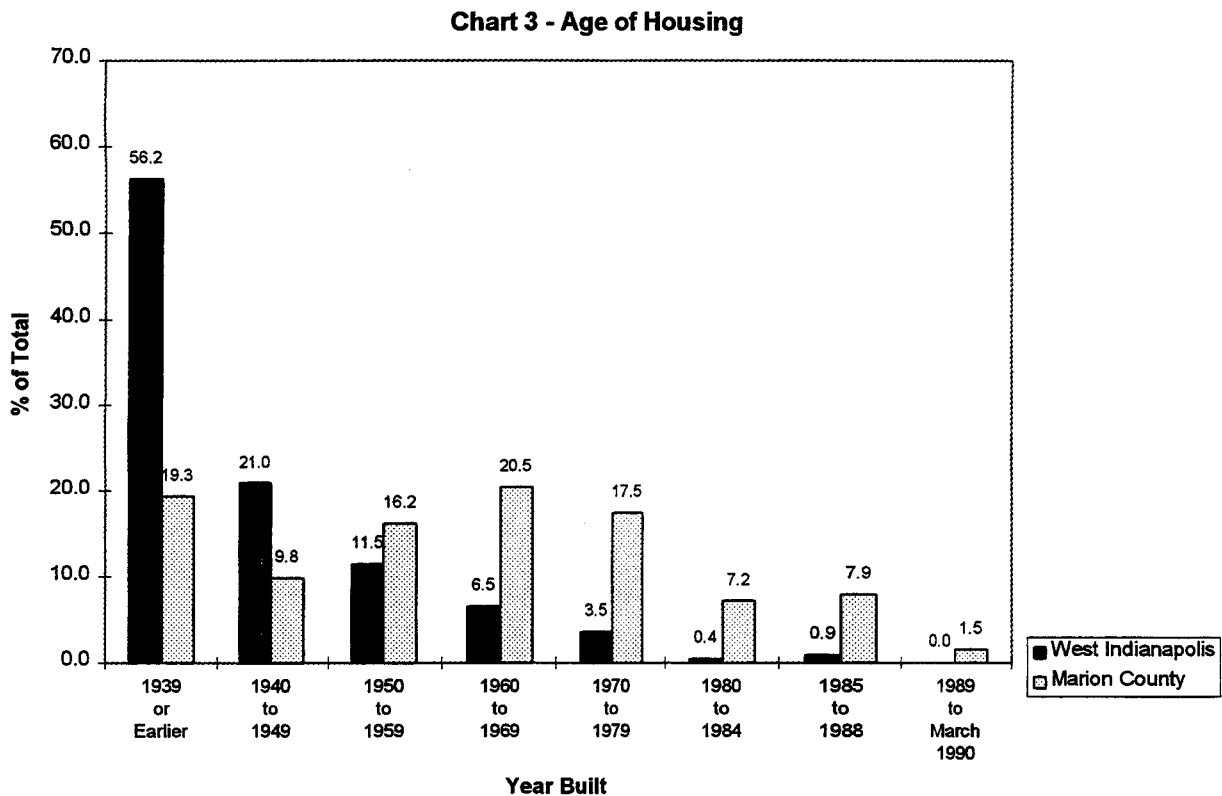
Out of all residents age 25 and over in West Indianapolis, 55.4% do not have a high school diploma or G.E.D. This number is significantly higher than Center Township (42.7%), Wayne Township (26.0%), and Marion County (23.2%).

## 7. Tenure

In 1990, 61.1% of the households in West Indianapolis were owner occupied. This rate of owner occupancy is higher than Center Township (47.7%), Wayne Township (55.4%), and Marion County (57.0%). During the 1980's, owner occupancy decreased from 62.4% in West Indianapolis.

## 8. Age of Housing

Over 50% of the housing in West Indianapolis was built before 1939. The number rises to over 77% that were built prior to 1950. These residences will be at least 50 years old in the next five years.



Center Township shows similar trends in the chronology of housing development, however, housing in Wayne Township and Marion County as a whole was constructed more recently. Over half of the residences in Wayne Township and Marion County were built after 1960.

## 9. Summary

Based on a thirty year trend, the West Indianapolis neighborhood is likely to continue losing population and available housing. The trend in home ownership may or may not continue, but it should be an area of concern.

A high rate of home ownership is a good indicator of stable communities and, because of their investment, homeowners do show greater concern for the surrounding community. While a need exists for affordable rental housing, the balance between providing affordable housing and establishing stable communities will continue to be a challenge in areas similar to West Indianapolis that contain aging structures and residents with limited economic resources.

### CRIME

Crime statistics for the West Indianapolis neighborhood are reported by the Indianapolis Police Department (IPD) using the grid reporting system. Representing an area of five square blocks, each grid records statistics for eight categories of crime.

In comparison with the entire IPD district, the West Indianapolis neighborhood showed a lower crime rate for all crimes during 1993 and 1994. Coordinating crime watches with IPD and neighborhood residents has been a positive move to reduce crime.

There are four police district offices within the IPD service district. Each office is a quadrant headquarters providing service 24 hours per day and some offices have community rooms that are shared by neighborhoods. The East District Office located at 1024 Sanders services the majority of the West Indianapolis neighborhood. The West District Office which services a small area in the northwest corner of the neighborhood is located at 551 N. King Avenue.

### PARKS

One magnet park and two neighborhood parks are located in the West Indianapolis neighborhood. Magnet Parks are designed to provide a major recreation area which can withstand intensive use, yet still contain open space and natural areas. Magnet Parks are expected to provide significant leisure opportunities for surrounding neighborhoods. They are to be gathering places for positive recreation experiences and serve as cornerstones of the community. Managers are assigned to the magnet parks with the mission to form collaborative partnerships with community organizations, businesses, schools and churches. They help ensure a safe park environment and to match amenities and services with community needs and expectations.

Neighborhood Parks are designed to provide the types of recreation one would expect to be able to walk to rather than be required to drive to. They range from as little as one

tenth of an acre to 25 acres. Typical facilities include playgrounds, and play courts and fields, picnic areas and shelters and some open green space..

Rhodus Park is a 33-acre magnet park bounded by Wyoming Street, Reisner Street, Wilkins Street and Belmont Avenue. Approximately 2.5 acres were leased to Indianapolis Public Schools in 1990 for the construction of the William Penn School #49. The park facilities include an outdoor swimming pool, picnic area and two shelters, tennis courts, a Little League complex, three playgrounds (one associated with the school, one handicapped accessible) and a football field. The 1920's era recreation center has been closed due to its deteriorating condition. A park office, and community room were constructed in School #49 to serve the park and recreation needs of the neighborhood. Indy Parks also has use of the school gymnasium during non-school hours. A master plan for future improvements to the park is under way.

Rhodus Park is the center of a magnet park cluster. From Rhodus Park, recreation programming is coordinated at IPS Schools Daniel Webster #46 and Thomas Edison #47.

Ross-Claypool Park, a neighborhood park, is located on the southwest corner of Howard Street and Pershing Avenue. This park covers four acres and includes a playground and picnic area, a softball field and basketball court. A picnic shelter located in the park was demolished.

McCarty Triangle is also a neighborhood park. It is only 1.2 acres in size and is one of the oldest parks in the city, having been given to the City in 1897. It is within the triangle created by McCarty Street, Birch Avenue and Marion Avenue. It contains 2 half basketball courts, picnicking, and a playground.

A new neighborhood park may be developed on York Street at the eastern edge of the West Indianapolis neighborhood. This area, also known as the Little Valley, comprises approximately 80 households. Indy Parks is working with neighborhood companies to determine the feasibility of developing this park. Public workshops have been held and a preliminary plan has been developed.

The West Indianapolis neighborhood is bounded by two greenway corridors; Eagle Creek and White River. The 1994 Indianapolis Greenways Plan envisions a multi-purpose paved path along both the east and west banks of the White River and conservation and beautification projects along its length. On Eagle Creek a paved path is proposed along the top of the stream's east levee. At completion this path would run upstream to the Eagle Creek Dam and downstream to Eagle Creek's confluence with the White River. There it will connect with the path along the White River.

Indianapolis Parks and Recreation provides recreation and leisure programs in the West Indianapolis neighborhood. Below is a summary of programs provided by Indy Parks.

- West Indianapolis Fall Soccer League for ages 5 to 15 years.
- Rodius Junior Basketball - basketball instruction and games for ages 5 to 12 years and AAU competition for ages 16 years and younger.
- Rodius Junior Basketball Cheerleading - cheerleading instruction and participation for ages 5 to 12 years.
- Carmine Little League Baseball - baseball instruction and games for ages 4 to 18 years.
- Urban Dance Company - dance classes for ages 3 and up.
- Swim lessons for ages 3 and up.
- GATHER Day Camp - Summer day camp for youth with disabilities.
- Recreational swimming, basketball, volleyball, and badminton.
- Basketball and volleyball leagues.
- Special interest and recreation classes.
- Special events.
- Bingo for older adults.
- Shelter, pool, meeting room, and gymnasium rental available.
- Meeting rooms available for community use.
- Volunteer opportunities available in the West Indianapolis Parks Advisory Council and park programs and projects.

## TRANSPORTATION

The transportation system in the West Indianapolis neighborhood is typical of those in the oldest parts of the City (see Map 1). The residential streets were platted at a time when street cars and walking were the most widely used forms of transportation. These streets were never intended to be used by large vehicles, and in addition the residential land was not designed for families owning several automobiles.

The original street system was drastically changed when many streets were bisected during the I-70 construction. Most of the east/west streets end at Big Eagle Creek and all streets end at White River Parkway on the east.

Morris Street, Minnesota Street, and Raymond Street are the only streets to carry vehicular traffic from the neighborhood to the west. Likewise, Belmont Avenue, Harding Street, Kentucky Avenue, and White River Parkway provide access from the north and south.

Single car garages with alley access are typically the only off street parking available. Also, commercial establishments built around the turn of the century lack adequate parking and loading facilities by current standards. Narrow streets and a lack of on site

parking at times makes the flow of traffic through the West Indianapolis neighborhood difficult.

1. Truck Routes

Designated truck routes in Indianapolis are designed to facilitate access to commercial and industrial areas without forcing truck traffic to penetrate residential areas. The routes include primary and secondary routes, with the highest truck volumes occurring on primary routes.

The Indianapolis Code limits vehicle movement according to weight limitations. Although truck route signs are posted, vehicles often travel on residential streets. The use of other streets for their unintended purpose has contributed to the deterioration of streets and curbs. The segment of Belmont Avenue running through residential areas has been identified by neighborhood residents as a street being used for its unintended purpose.

Truck routes are only recommended by the Indianapolis Department of Capital Asset Management, not required by statute. All vehicles can use any street as long as it is not prohibited in the Indianapolis Code and meets posted height or weight limits. Regulations are enforceable, however, enforcement is often difficult. The following is a list of primary and secondary routes.

<u>Street Segment</u>	<u>Type of Route</u>
I-70	Primary
Harding Street	Secondary
Kentucky Avenue	Secondary
Minnesota Street from Tibbs Avenue to Harding Street	Secondary
Morris Street from Harding Street to the White River	Secondary
Raymond Street	Secondary
Tibbs Avenue from I-70 to Kentucky Avenue	Secondary

## 2. Public Transportation

Public transportation service in the West Indianapolis area is important because of the needs of elderly and low income populations. The Indianapolis Public Transportation Corporation (METRO) provides two bus routes which can be directly accessed by West Indianapolis residents.

The first route is the #24 Mars Hill. Connecting the Marwood Shopping Center to downtown, this route runs along Morris Street to Kentucky Avenue and goes north to Oliver Avenue before heading east to downtown. Selected trips are provided off of the main route for easier access by neighborhood residents.

The second route is the #49 Decatur Express. This route is a limited stop route that provides a faster service to passengers either going downtown or to Decatur Central High School and multiple apartment complexes. The Decatur Express runs along Kentucky Avenue to Harding Street, then goes across Morris Street before heading downtown.

## CAPITAL IMPROVEMENTS

Numerous capital improvements are continuing or have been completed in the West Indianapolis neighborhood. Capital projects include the widening of Harding Street from I- 70 to Kentucky Avenue, improving and widening Morris Street from Harding Street to White River Parkway, the closure of Kentucky Avenue from Harding Street to Morris Street, and other street resurfacing and reconstruction projects, and miscellaneous water, sewer, and curb improvements.

The entire West Indianapolis neighborhood is located within the Community Development Block Grant (CDBG) area. CDBG funds are intended to develop viable urban communities by providing decent housing and by expanding economic opportunities principally for persons of low and moderate income.

Grants are used to undertake a wide range of activities directed towards neighborhood revitalization, economic development, and improving community facilities and services. Sites and areas that are eligible for CDBG funding may receive guidance from this neighborhood plan.

A group of neighborhood residents canvassed the area to determine the need for sidewalk and curb repair or replacement. Many of their suggestions include small repairs which can be accomplished with funds earmarked for this neighborhood through the City's capital improvement program.



## SCHOOLS

Children and young adults residing in the West Indianapolis neighborhood are within the Indianapolis Public School District (IPS). The following IPS schools are located in the West Indianapolis neighborhood.

### Elementary Schools

School 46

1450 S. Reisner Street

School 49

1720 W. Wilkins Street

### Middle Schools

School 47

777 South White River Parkway, West Drive

Although a small percentage of minorities live in the West Indianapolis neighborhood (1.7% in 1990), they comprise a larger percentage of the student body in the three neighborhood schools. This is the result of court ordered desegregation of public schools in Marion County. Achieving racial balance in the schools has required some students to attend schools located outside their neighborhood.

A new School 49 was recently built in Rhodius Park. Beginning construction in October 1990, the new two-story 96,000 square foot building accommodates a maximum enrollment of 800 students. The school contains 40 classrooms, separate computer and reading labs, 3 music rooms, 2 art rooms, a media center, and a multi purpose room with a full gymnasium and stage area. The school is air conditioned and was completed in 1992.

School 49 contains a community room that is operated by Indy Parks. Indy Parks also maintains an office and programs in the gym during non school hours.

Construction of another new elementary school has recently been completed. The site, formally home to old School 46 at 1450 S. Reisner, is approximately the same size as School 49. In conjunction with Indy Parks, the school may begin construction on a 1.1 million dollar swimming pool.

## LAND USE

Land use in the West Indianapolis neighborhood is diverse. Although the predominate land use is industrial at 46.0% of the total area, residential uses comprise 15.8% of the West Indianapolis neighborhood (See Table 2).

<b>Table 2</b> <b>1995 Existing Land Use</b> <b>West Indianapolis Neighborhood</b>		
<b>Land Use</b>	<b>Acres</b>	<b>Percent</b>
<b>Single Family Residential</b>	<b>390.6</b>	<b>13.9</b>
<b>Two Family Residential</b>	<b>48.7</b>	<b>1.7</b>
<b>Multi Family Residential</b>	<b>5.5</b>	<b>0.2</b>
<b>Commercial Office</b>	<b>6.9</b>	<b>0.2</b>
<b>Commercial Retail and Service</b>	<b>93.7</b>	<b>3.3</b>
<b>Light Industrial</b>	<b>401.9</b>	<b>14.3</b>
<b>Heavy Industrial</b>	<b>890.1</b>	<b>31.7</b>
<b>Special Uses</b>	<b>53.1</b>	<b>1.9</b>
<b>Parks and Open Space</b>	<b>128.9</b>	<b>4.6</b>
<b>Vacant</b>	<b>210.2</b>	<b>7.5</b>
<b>Miscellaneous - Highways, Streets, Railroads, Right-Of-Way, and Rivers</b>	<b>583.1</b>	<b>20.7</b>
<b>Total</b>	<b>2,812.7</b>	<b>100.0</b>

Source: City of Indianapolis, Department of Metropolitan Development, Planning Division.

Commercial development (3.5% of the total area) is concentrated along Oliver Avenue and Morris Streets. Along Morris Street, some residential structures are used for commercial establishments. Commercial structures on both Morris Street and Oliver Avenue were designed with residential accommodations for the proprietors and their families. Additional commercial development has sprung up along Kentucky Avenue and a few commercial establishments remain on Howard Street between Belmont Avenue and Harding Street.

Residential land is concentrated between Big Eagle Creek and Harding Street. I-70 splits this area, with the majority of the residential located south. The residential area north of I-70 is isolated from neighborhood amenities.

The other residential areas are surrounded by industrial and commercial land. A small amount of residential land, also known as the Little Valley, is located southeast of Morris and Harding Streets. This residential area appears to be the only residential area currently in transition to other uses. Another residential area is located northeast of I-70 and Harding Street. This residential area is strongly influenced by the commercial uses along Oliver Avenue and General Motors directly north.

The proximity of residential and industrial uses today has created problems. Around the turn of the century; industrial, commercial, and residential land uses were often perceived more compatible than the same land uses today. Perceptions and business

needs soon changed due to new laws, deliveries made by large trucks, and passenger vehicles requiring parking space. As a consequence, limited space is available to buffer residential uses from industrial and commercial establishments.

Zoning ordinances now regulate the lot size, setback of buildings, buffering, and parking. Applying today's zoning standards to development in the West Indianapolis neighborhood provides a challenge.



**MAP 3 - EXISTING LAND USE  
WEST INDIANAPOLIS NEIGHBORHOOD PLAN**



## **BUILDING CONDITIONS**

An exterior building condition survey was conducted in 1995. The survey consisted of visually rating the exterior condition of primary buildings. Primary buildings are defined as houses, apartments, stores, churches, and industrial buildings but does not include garages, storage facilities, or support buildings. Building Conditions were categorized by a letter code as described in the following list (See Map 4).

- A. Excellent Condition-The building is in sound condition and does not need any paint or repairs.**
- B. Superficial Repairs-The building needs normal maintenance, painting, or repairs.**
  - \* Exterior walls - peeling paint on less than 50% of the structure.
  - \* Windows, sashes, door frames - missing storm inserts, missing or torn screens.
  - \* Gutters, down spouts - rusty, peeling paint, or missing sections.
- C. Minor Rehabilitation-The building needs painting or repairs beyond normal maintenance but does not need repairs of a structural nature.**
  - \* Exterior walls - peeling paint on more than 50% of the structure.
  - \* Foundation - small cracks
  - \* Roof - loose or missing shingles and obvious wear.
  - \* Windows, sashes, door frames - cracked glass and missing storm inserts.
  - \* Chimney - small cracks.
  - \* Gutters, down spouts - rusty, peeling paint, dents, missing sections or completely absent.
  - \* Porch - small cracks.
- D. Major Rehabilitation-The building needs structural repairs as well as possibly other minor repairs.**
  - \* Exterior walls - leaning, extensive rotting material, and loose masonry.
  - \* Foundation - settling, crumbling, and loose masonry.
  - \* Roof - sagging and rotting material.
  - \* Windows, sashes, door frames - doors or windows missing.
  - \* Chimney - leaning.
  - \* Gutters, down spouts - rusted or rotted material with completely absent or missing sections.

- \* Porch - rails or banisters missing and separation from the main structure.

**E. Dilapidated-The building needs extensive structural repairs, has suffered major fire damage, or is uninhabitable.**

- \* Exterior walls - leaning or bulging, large holes, rotting and missing material.
- \* Foundation - uneven, settlement, sinking, large cracks, missing brick, large holes, out of plumb.
- \* Roof - extreme sagging, warping, rotting material, and large holes.
- \* Windows, sashes, door frames - broken or missing glass boarded windows, rotten or rusted materials, distorted frames, or doors or windows missing.
- \* Chimney - leaning, missing bricks, missing or collapsed portions, and missing mortar.
- \* Gutters, down spouts - rusted or rotted material, holes, sagging, missing sections or completely absent.
- \* Porch - rails or banisters missing, floor collapsed, separation from main structure and missing sections.

Of the 3,256 primary structures in the West Indianapolis neighborhood, 2,353 or 72.3% of the total were surveyed as being in excellent condition or needing only superficial repairs. Structures needing minor and major rehabilitation accounted for 885 or 27.2% of the total, and 18 or 0.6% of the total were surveyed as being dilapidated.

<b>Table 3</b> <b>1995 Surveyed Building Conditions</b> <b>West Indianapolis Neighborhood</b>		
<b>Building Condition</b>	<b>Number</b>	<b>Percent</b>
<b>Excellent</b>	<b>881</b>	<b>27.1</b>
<b>Superficial Repairs</b>	<b>1,472</b>	<b>45.1</b>
<b>Minor Rehabilitation</b>	<b>777</b>	<b>23.9</b>
<b>Major Rehabilitation</b>	<b>108</b>	<b>3.3</b>
<b>Dilapidated</b>	<b>18</b>	<b>0.6</b>
<b>Total</b>	<b>3,256</b>	<b>100.0</b>

Source: City of Indianapolis, Department of Metropolitan Development, Planning Division.

Small geographic areas within the West Indianapolis neighborhood that have a concentration of homes needing major rehabilitation or demolition do exist. In general,

the exterior of homes are well maintained considering the age of structures (see Map 4).

The building condition survey identified 21 vacant residential structures. Some commercial structures on Howard Street have been converted to residential use which may indicate a demand for housing in the area.





**MAP 4 - SURVEYED BUILDING CONDITIONS  
WEST INDIANAPOLIS NEIGHBORHOOD PLAN**

 **EXCELLENT**

 **MINOR REHABILITATION**

 **SUPERFICIAL REPAIRS**

 **MAJOR REHABILITATION**

 **DILAPIDATED**

## SOCIAL SERVICES

Human services are provided for residents of the West Indianapolis neighborhood through the Mary Rigg Neighborhood Center, which is affiliated with Community Centers of Indianapolis (CCI). The area served by the Mary Rigg Center extends beyond the neighborhood. Construction has begun on a new Mary Rigg Center at 1848 West Morris Street.

The services provided by the Mary Rigg Center are an asset to the health and well being of the residents of the community. In 1990, approximately 174,342 hours of service were provided to about 2,640 persons. Below is a summary of programs provided by the center.

General Services which includes assessment counseling, referrals to job training programs, neighborhood planning, and paint, materials, and advice on home repairs.

Emergency Services consisting of a food pantry and clothing bank.

Community development with the construction at the new Mary Rigg Center of 39 units of housing for low to moderate income elderly residents

### Youth Services

- \* Child Care - Before and after school programs for grades kindergarten to 6.
- \* Preschool - Half day programs for 3 to 5 year olds.
- \* Social Development - Recreational activities for children ages 5 to 15.
- \* A summer day camp for children ages 3 to 13.

### Programs for senior citizens

- \* Monthly health screening for seniors.
- \* Social and recreational programs. Included are card playing, ceramics, handicrafts, pot luck dinners, field and shopping trips, and educational programs.

Other agencies provide services at the Mary Rigg Center. The other agencies and their services include.

- \* Family Service Association. Individual and family counseling, home visits, and follow up.
- \* Juvenile Court Probation Officers. Individual counseling and check in, part time.
- \* Internal Revenue Service. Tax preparation assistance.
- \* Marion County Health Department Well Child Clinic located at Belmont Avenue and Washington Street. Women, Infant, and Children (WIC) vouchers are distributed to women for the purpose of buying nutritionally balanced meals.
- \* Central Indiana Council on Aging. Nutrition program and hot lunches Monday through Friday.
- \* Indianapolis Public Schools. Conducts Adult Basic Education and G.E.D. preparation classes.
- \* Southwest Health Center. The center is operated by HealthNet which contracts with Methodist Hospital for services. HealthNet is responsible in part for policies, services offered, grant proposals and budget decisions. HealthNet also receives a part of its funding for community services through the Marion County Health Department.

An assessment of social conditions was conveyed in a 1993 household survey. Conducted by Indiana University's Center for Urban Policy and the Environment, the purpose of the survey was to report citizens perceptions of social conditions. The report intends to bring about an understanding of the perceived quality of life and the assessment of neighborhoods as potential market areas for affordable housing.

Of the 3,837 households surveyed, 85% were white, 53% of the households earned more than \$35,000 in annual income, and 75% of the households either own or plan on buying a home.

Out of the 68 households surveyed in the West Indianapolis neighborhood, 88% were white, 48% of the households earned \$15,000 - \$35,000 in annual income, and 69% either own or planning on buying a home. The number of households surveyed were sufficient to allow reasonable generalizations from household responses.

Households rated their neighborhood as being either a poor, fair, good, or excellent place to live. In the West Indianapolis neighborhood, 43% of the respondents rated their neighborhood as a fair place to live. This response was similar in other neighborhoods with community development corporations, but differed significantly

from the remainder of Marion County. Fifty one percent (51%) of residents in the remainder of Marion County rated their neighborhood as a good place to live.

Evaluating public services, a high percentage of households in the West Indianapolis neighborhood rated elementary schools and trash collection good or excellent (76% and 82% respectively). A high percentage of households in the remainder of Marion County also rated elementary schools and trash collection as good or excellent.

The last question on the survey evaluated crime. The question asked if crime is a major neighborhood problem. Thirteen percent (13%) of West Indianapolis residents thought crime is a major problem, a number that is similar to the 10% of the remainder of Marion County residents who also thought crime is a major problem. In all of the neighborhoods with community development corporations, a significantly higher number (26%) of residents thought crime was a major problem.

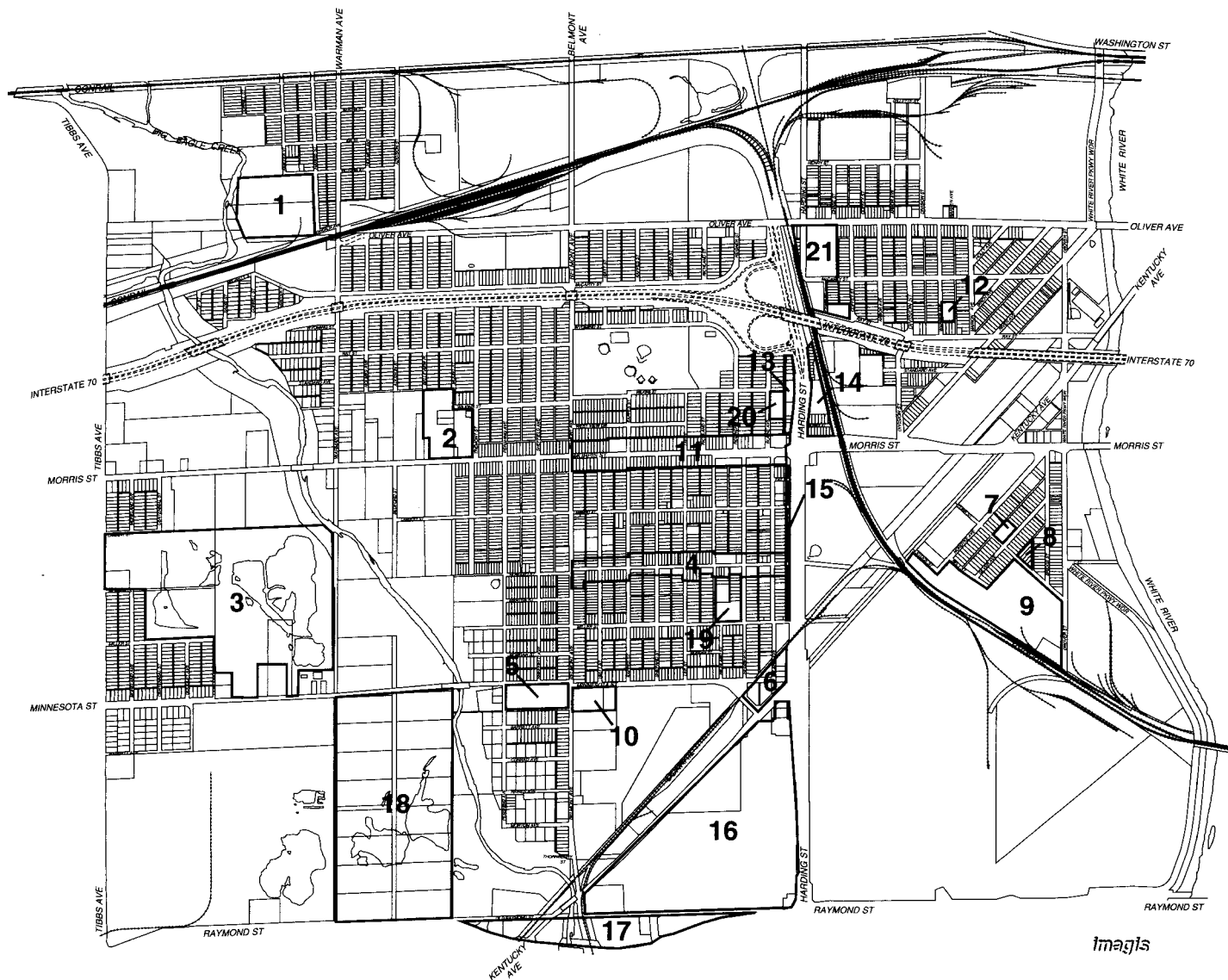
### ISSUES IN 1995

The process of updating the West Indianapolis neighborhood plan began when a working group of residents was formed. The working group formed for the purpose of discussing recent issues and a need to find solutions. The group identified the following issues in 1995 (see Map 5 with corresponding numbers).

1. Avanti Site. What will be the impact of environmental problems on this area?
2. Vacant Site at Tremont and Morris. Continental Lumber was to go on this site. It has never been built on.
3. Blue Lake. The site is apparently contaminated. Cleanup efforts are being considered as a brownfield site.
4. Howard Street between Harding Street and Belmont Avenue. Many homes on Howard are zoned for commercial.
5. Minnesota at Belmont (Southwest Corner). There needs to be a residential link between housing north and south of Minnesota Street. The 1992 plan recommended this as industrial.
6. Kentucky at Harding. The expansion of Harding Street and the realignment of Minnesota Street has made this intersection a prominent site.
7. Former School on York Street. What is an appropriate reuse for the building?

8. Open Triangle on York Street. What is an appropriate use for this area?  
A park is desirable to residents.
9. Former Factory Site at Drover and York. The factory has been demolished. What is an appropriate reuse for this site?
10. Minnesota at Belmont (Southeast Corner). What is an appropriate reuse for this land?
11. Morris Street between Harding Street and Belmont Avenue. Many homes on Morris Street are zoned for commercial.
12. Old School #47 Site. What is the appropriate use for this site?
13. Excess Harding right-of-way north of Morris Street on the west side. This land has been cleared. What is an appropriate reuse for this odd sized parcel?
14. Vacant land on Harding Street north of Morris Street on the east side. This land has been cleared. What is an appropriate reuse?
15. Excess Harding right-of-way south of Morris Street on the west side. This land has been cleared. What is an appropriate reuse for this narrow strip of land?
16. Property bounded by Harding, Raymond, and Kentucky. A new commercial center was proposed as a part of this site in the previous plan.
17. Commercial and industrial south of Raymond Street. What is an appropriate reuse for this land?
18. Property south of Minnesota and west of Eagle Creek. What is an appropriate reuse for this land?
19. Construction of School #46. Should adjacent commercial uses remain?
20. Assumption Catholic Church and School. What is a feasible reuse for the site. The former school is already being used as housing.

21. Southeast corner of Harding and Oliver. Junkyard storage is visible from the street. What are the regulations protecting adjacent residential?



# **MAP 5 - ISSUES IN 1995** **WEST INDIANAPOLIS NEIGHBORHOOD PLAN**

**NOTE: NUMBERS CORRESPOND TO DESCRIPTIONS IN THE TEXT.**



## ASSETS AND LIABILITIES

As a part of the planning process for the 1992 plan, assets and liabilities were identified. A data inventory was prepared in 1995 for consideration by the Planning Committee. Combined with current issues, the following assets and liabilities were identified:

### Assets

#### 1. The People and Their Sense of Community

Planning Committee members believed strong community cohesiveness to be one of the strongest forces working for the good of the neighborhood. Long term occupancy of housing, close family relationships, and the presence of institutions offering social services contribute to this strong sense of community.

There are sub neighborhoods which may or may not share a sense of community or specific issues within the West Indianapolis neighborhood. An effort was made by elected officials and City staff, WIDC, and WINC to include a cross section of neighborhood residents during the development of this plan.

#### 2. Churches and Schools

The public schools are considered a major asset to neighborhood residents. The reasons neighborhood residents feel this way is explained by the recent construction of two new elementary schools. The Mary Rigg Center supports neighborhood residents by providing after school activities to assist parents.

There are numerous churches in the neighborhood offering a wide spectrum of denominations. Some of the older church structures are very attractive and add to the charm of the neighborhood. Most of the area churches are small buildings with small congregations. This neighborhood has been spared the problem found in other inner city neighborhoods of large, expensive to maintain church structures whose congregations have moved to the suburbs.

#### 3. Community Services

(See Social Services).

4. Safety

(See Social Services).

The Planning Committee noted a sense of safety in the West Indianapolis neighborhood. However, crime is still perceived as a problem by some residents, many of whom listed crime as a liability during the meetings.

5. Affordable Housing

Housing in the West Indianapolis neighborhood can be affordable to low and moderate income families (more than 50% of the median family income). Some of the housing stock consists of smaller homes which are attractive to senior citizens and first time home buyers. Maintenance costs are relatively high because of the age of housing. The existence of modest, well maintained homes in the neighborhood was identified as an asset.

6. Businesses

Many elderly residents of the neighborhood depend on neighborhood businesses for their daily shopping needs. Local businesses are encouraged and supported.

7. Neighborhood Newspaper

The West Side Enterprise is delivered door to door by carrier to over 10,500 homes and businesses on the west side of Indianapolis. Community activities are publicized and the classified ads serve an important need for communication.

8. Location

The West Indianapolis neighborhood is located near and is within bicycling distance of downtown. Interstate 70 bisects the West Indianapolis neighborhood and provides good access to other parts of the Indianapolis area.

9. Public Transportation

(See Transportation).

10. Library

The public library branch, located at 1216 Kappes Street in the center of the neighborhood, is a valuable asset. Housed in a new building, the library offers residents important services.

Liabilities

1. Environmental Quality

Early in the history of Indianapolis, some industries located southwest of downtown and west of the White River. During this time, rivers and streams were commonly used to dispose of untreated industrial waste. Along with air pollution, residents accepted such environmental problems to be connected with jobs and progress.

Today, various sites are known to be contaminated. Contamination has limited the ability to redevelop old industrial sites and rehabilitate or construct new residences.

The planning committee expressed strong feelings that neighborhood concerns about pollutants are not being heard by officials. While environmental laws have mandated standards and enforcement, there is a perception in the West Indianapolis neighborhood that laws are not working to protect residents.

2. Condition of Buildings

(See Building Conditions).

Some of the residences are occupied by elderly and very low income homeowners who find normal maintenance to be difficult. This housing is in danger of deteriorating if positive steps towards improvement are not taken.

Vacant and converted commercial structures in the neighborhood are also a concern. Over time, these buildings will also deteriorate. The planning committee considered building conditions to be a liability because of the potential for rapid deterioration.

3. Infrastructure

Maintenance is a costly undertaking for an aging infrastructure. Streets, sidewalks, water, sewer and other infrastructure are in need of maintenance or replacement. Capital improvements are scheduled for

the West Indianapolis neighborhood, and their extent will determine the potential for development.

4. Litter in Alleys

Alleys which are littered with trash are a constant irritant to people who keep their homes and yards in neat, orderly condition.

5. Lack of Organized Activities for Teens

While activities for youth are sponsored by the Mary Rigg Center, older teens and young adults appear to have an abundance of free time and seem to be associated with many of the problems in the neighborhood. Organized activities for teens may help with the problem, however, programs for this age group are difficult to create and often fail to hold their interest.

## GOALS, OBJECTIVES, AND SPECIFIC ACTIONS

The West Indianapolis Neighborhood Plan refines the entire planning effort by developing goals and objectives. Goals and objectives focus on the implementation of solutions to problems as identified in the context of this neighborhood plan.

A list of issues in the West Indianapolis neighborhood were discussed in depth in small subgroups during 1992 and, later, by the entire planning committee. As a result of identifying issues, goals were formulated. A goal statement is general in nature and includes words that are active. After the goals were established, strategies and specific actions were developed to address issues in the West Indianapolis neighborhood.

The following goals and objectives were developed as a part of the 1992 plan. They were updated and are repeated here.

**GOAL:** Improve housing stock

### STRATEGY:

A broad range of public/private programs should be utilized to improve the housing stock within the West Indianapolis neighborhood.

### SPECIFIC ACTION:

Implementation of a neighborhood investment plan should be conducted by the Department of Metropolitan Development and the West Indianapolis Development Corporation.

**GOAL:** Improve condition of the streets

### STRATEGY:

The Department of Capital Asset Management (DCAM) should utilize procedures under existing laws to identify and prioritize street expansion, reconstruction, and resurfacing needs and improve safety with guidance from the goals of the West Indianapolis Neighborhood Plan.

### SPECIFIC ACTIONS:

- A. Resurface deteriorated streets to promote improved access to industrial, commercial, residential, and public areas. This includes:
  - 1. Silver Avenue from Belt Street to Bridge Street.
  - 2. Howard Street from Belmont Avenue to Blaine Avenue.

3. Wyoming Street from Belmont Avenue to Reisner Avenue.
4. Belmont Avenue from Minnesota Street to Kentucky Avenue.

B. Limit weight of vehicles on Belmont Avenue in residential areas.

**GOAL:** Improve neighborhood infrastructure where needed

**STRATEGY:**

The repair, replacement, or construction of new curbs and sidewalks should be initiated within the West Indianapolis neighborhood.

**SPECIFIC ACTION:**

Construct new or replace deteriorated sidewalks and/or curbs to promote improved pedestrian access. This includes:

Primary Concern

1. Wyoming Street (north side from Belmont east to end).
2. Ray Street (both sides from Big Eagle Creek to Warman Avenue).
3. Wilkins Street (both sides from Blaine Avenue to Richland Avenue).
4. Wilkins Street (both sides from Big Eagle Creek to Warman Avenue).
5. Miller Street (south side from Lee Street to Richland Avenue and Reisner Street to Blaine Avenue).
6. Miller Street (north side from Shepard Street to Lee Street).
7. Wilkins Street (both sides from Tremont Street to Belmont Avenue).
8. Minnesota Street (north side from Belmont Avenue to 200 feet west of Richland Avenue).
9. Bridge Street (both sides from the Morris Street project to York Street).
10. Nordyke Avenue (east side from Belt Street to Morris Street).
11. Belmont Avenue (both sides from Minnesota Street to Kentucky Avenue).
12. Warman Avenue (both sides from I-70 to Conrail RR Tracks).
13. Morris Street (Warman Avenue to Tremont Street).

Secondary Concern

1. Intersection of Wilkins Street and Reisner Street.
2. East side of Pershing Avenue from Howard Street to Minnesota Street.
3. Miller Street on the south side from Shepard Street to Lee Street.
4. Morgan Street in the 1700 block
5. Morgan Street from Belmont Avenue to Pershing Avenue.
6. Lee Street from Minnesota Street to Lambert Street.
7. Wilkins Street on the south side of the 1900 block.

8. Sheffield Avenue from Morris Street to I-70.
9. Sheffield Avenue from Morris Street to Martha Street.
10. Howard Street on both sides from Pershing Avenue to Belmont Avenue.
11. Richland Street on both sides from Lambert Street to Howard Street.
12. Shepard Street from Morris Street to Minnesota Street.
13. Reisner Street in the 1000 and 1100 blocks.
14. Reisner Street on both sides from Minnesota Street to Morris Street.
15. Kappes Street from Morris Street to Lambert Street.
16. Kappes Street in the 1100 block.
17. Tremont Street from Morris Street to I-70.
18. Bellevue Place in the 800 block.
19. Miller Street on both sides from Pershing Street to Belmont Avenue.
20. Miller Street on both sides from Belmont Street to Hiatt Street.
21. Miller Street on the north side from Lee Street to Richland Street.
22. Hiatt Street from Morris Street to Lambert Street.
23. Lambert Street from Belmont Avenue to Reisner Street.
24. Pershing Avenue from Morris Street to I-70.
25. Blaine Avenue on both sides of the 1100 block.
26. Blaine Avenue on both sides from Miller Street to Minnesota Street.
27. Belmont Avenue at south west corner of Morris Street.
28. Morris Street from Lee Street to Tremont Street.

#### **STRATEGY:**

The repair, replacement, or construction of municipal sewer and water facilities should be initiated within the West Indianapolis neighborhood.

#### **SPECIFIC ACTION:**

Include in the City's capital improvement program sewer and water projects that will promote industrial and commercial development and maintain residential character.

<b>GOAL:</b>	Provide better access to information and improve participation by neighborhood residents and City agencies to help address environmental problems
--------------	---

#### **STRATEGY:**

Empower the neighborhood by establishing a cooperative effort between the City of Indianapolis, a committee of representatives of interested neighborhood groups (e.g. WINC, WIDC, Mary Rigg Center, and youth groups), and appropriate state and federal agencies.

#### **SPECIFIC ACTIONS:**

- A. The liaison established by the City should work closely with the neighborhood to address environmental concerns and to monitor the actions of enforcement agencies and legislative bodies.
- B. The neighborhood and the liaison should engage in ongoing efforts to:
  - 1. Determine specific causes.
  - 2. Identify enforcement agencies responsible for specific problems.
  - 3. Explore legal options and limitations to mitigation.
  - 4. Identify and redevelop brownfield sites.
- C. The neighborhood should network and form coalitions with organizations that are actively involved in improvement of the environment.
- D. Studies by state and local health agencies should be conducted to determine if there has been a higher than normal rate of environmental diseases.
- E. An air quality study should be conducted.

**GOAL:** Maintain and support the services of the new Mary Rigg Neighborhood Center

#### **STRATEGY:**

The Mary Rigg Neighborhood Center should actively solicit financial and volunteer assistance from public and private sources at the direction of neighborhood residents.

#### **SPECIFIC ACTION:**

The Mary Rigg Neighborhood Center may utilize the West Indianapolis Neighborhood Plan as a tool for gauging the needs of neighborhood residents.

**GOAL:** Attract needed businesses to the neighborhood

#### **STRATEGY:**

New commercial development offering neighborhood goods and services should be encouraged.



#### **SPECIFIC ACTION:**

Developers should follow the recommendations for land use and zoning as recommended in the West Indianapolis Neighborhood Plan to support neighborhood commercial development.

**GOAL:** Assure that all residential areas get a fair share of any resources distributed to the entire neighborhood

#### **STRATEGY:**

Improve the communication between residents and community agencies and elected officials.

#### **SPECIFIC ACTION:**

Work within the context of the West Indianapolis Neighborhood Plan to improve communication and identify needs related to housing.

**GOAL:** Increase positive activities for youth

#### **STRATEGY:**

Community leaders and interested groups should organize to address youth concerns and list, discuss, and implement youth activities.

#### **SPECIFIC ACTIONS:**

- A. A consortium of youth program providers and other interested organizations should be formed. This can include representation from:
  - 1. the Mary Rigg Center
  - 2. the West Indianapolis Neighborhood Congress
  - 3. Neighborhood churches
  - 4. Neighborhood schools
  - 5. Indy Parks
  - 6. Neighborhood youth (representative of those not currently active in organized programs).
  - 7. Others (e.g. Boys and Girls Club of Indianapolis, etc.)
- B. The consortium should utilize a three-step process:
  - 1. Review and recommended changes to youth activities.

2. Reach consensus for an effective distribution of programmatic responsibilities.
3. Build better communications between program providers and neighborhood youth.

**GOAL:** Minimize the amount of noise coming from major roads

**STRATEGY:**

Include appropriate buffering for noise reduction where feasible.

**SPECIFIC ACTION:**

Developers should follow land use recommendations and zoning regulations to help minimize noise pollution from major roads.

**GOAL:** Reduce the amount of litter in alleys

**STRATEGY:**

Convene a local group to address the problem of litter in alleys.

**SPECIFIC ACTION:**

Coordinate an alley cleanup with DCAM and the Clean City Committee.

**GOAL:** Develop better communication with police and fire departments

**STRATEGY:**

The neighborhood congress should promote better communication by encouraging citizen participation and acting as an intermediary body.

**SPECIFIC ACTION:**

Coordinate more crime watch programs.

**GOAL:** Develop a neighborhood playground

**STRATEGY:**

The neighborhood congress and interested citizens should endorse the development of an area southeast of Silver Avenue.

**SPECIFIC ACTION:**

Contact the Indianapolis Department of Parks and Recreation to arrange a meeting of all interested parties to discuss the need and feasibility for additional playground facilities.

**GOAL:** Encourage the Indianapolis Public Transportation Corporation to keep current routes and fares.

**STRATEGY:**

Maintain a line of communication with the Indianapolis Public Transportation Corporation and the West Indianapolis Neighborhood Congress.

**SPECIFIC ACTION:**

The neighborhood congress should be informed of any route or fare changes.

**GOAL:** Increase evening hours at the library

**STRATEGY:**

Encourage neighborhood residents to use the library more frequently to justify increasing evening hours.

**SPECIFIC ACTIONS:**

- A. Publicize library programs through the Mary Rigg newsletter and the Westside Enterprise newspaper.
- B. Support the library branch and its services by working with the "Friends of the Library" program.

## HOUSING PLAN

Deteriorating housing conditions are an indication of larger and more complex issues affecting neighborhoods. Some of the issues consist of crime rates, the amount of private and public investment, and quality of the environment. These issues are juggled with the improvement of housing within the limitations of the West Indianapolis Neighborhood Plan.

The Housing Plan offers a strategic approach to housing improvement that compliments other neighborhood improvement activities. This strategic approach is intended to bring together public and private dollars to rehabilitate existing homes, construct new housing, and increase code enforcement. Consequently, a variety of solutions are proposed or are currently enacted to address housing needs.

### STRATEGY CONSIDERATIONS

As calculated in the data inventory, approximately 61% of the housing stock in 1990 is owner occupied and 72.2%, or 2,353 units are in sound condition (see "A" and "B" ratings under Building Conditions).

Of the housing stock in need of repair, 23.9% or 777 units are suitable for moderate rehabilitation (see "C" rating under Building Conditions). Moderate rehabilitation means that a structure can be brought to code for under \$25,000 per unit. Since financial resources to rehabilitate housing is limited, it is wise to assign high priority to programs and projects. This will enable the largest amount of housing to be rehabilitated.

Three and three tenths percent (3.3%) or 108 units of the West Indianapolis housing stock is in need of substantial rehabilitation (see "D" rating under Building Conditions). Substantial rehabilitation means that a structure can be brought to code for more than \$25,000 per unit. Because of the increased per unit cost, substantial rehabilitation should be geographically targeted within key parts of the neighborhood. These should be areas that are highly visible to important neighborhood elements such as schools, parks, commercial districts, new developments, etc. Substantially rehabilitated units can provide ownership opportunities for low income home buyers as well as meeting the needs of existing homeowners.

Six tenths percent (0.6%) or 18 units of West Indianapolis' housing is dilapidated and recommended for demolition. These units should be brought to the attention of the Marion County Health and Hospital Corporation for appropriate code enforcement activity.

Code enforcement is an important factor in preservation of neighborhoods. Zoning, health, and other codes help protect the safety and welfare of the neighborhood. Vigilance by neighborhood residents is the best method for reporting violations.

New housing construction, in some instances, can provide a cost effective alternative to a strategy of substantially rehabilitating existing units. New construction can incorporate energy efficient improvements and are less likely to result in unforeseen initial repair costs, especially those on fixed incomes. New construction should be considered along with other possibilities for infill development on residential lots.

## STRATEGY ELEMENTS

Given the strategy considerations discussed above, it is appropriate to encourage a strategy that emphasizes home ownership. A home ownership strategy is generally consistent with the Neighborhood Investment Plan prepared and adopted by the West Indianapolis Development Corporation (WIDC) Board of Directors. The key elements of the home ownership strategy should include:

- *Rehabilitation of existing housing stock* to provide new opportunities for home ownership and to meet the needs of existing homeowners;
- *Development of new housing stock* responsive to the needs of area residents and appropriate to the overall revitalization of the neighborhood; and,
- *Targeting code enforcement* leading to demolition of dilapidated residential structures that are economically beyond repair or not being adequately maintained by absentee landlords.

## RESOURCES

While neighborhood and community organizations are extremely important to the strategy, the individual home owner or home buyer is key. The individual homeowner or home buyer makes the commitment to move to or remain in the neighborhood, makes application for financial assistance, and assumes financial risks and regulatory requirements.

Individual homeowners or home buyers are encouraged to familiarize themselves with the resources that are available before deciding on a particular course of action. Likewise, affordable housing providers such as the West Indianapolis Development Corporation and the Indianapolis Neighborhood Housing Partnership are encouraged to extensively publicize their housing assistance programs throughout the neighborhood.

Listed below are a variety of possible owner and renter housing resources available at the time of this plan. This list is not an all inclusive list, and some of these resources are currently being utilized in the West Indianapolis neighborhood. Other resources are not appropriate to the area, but were listed for informational purposes.

### **1. Conventional Lenders**

Banks and mortgage companies have long served as traditional lenders of funds to purchase and improve real estate. There are many banks and mortgage companies serving the city that offer a wide range of lending products. Among other requirements which conventional lenders must meet, the Community Reinvestment Act can stimulate interest in areas that have experienced limited investment.

## **2. West Indianapolis Development Corporation (WIDC)**

The West Indianapolis neighborhood is served by the West Indianapolis Development Corporation, a not-for-profit development entity. The mission of WIDC is to identify community needs and implement programs that increase housing and economic opportunities, improve the quality of the neighborhood environment, and promote activities that raise the economic, educational, and social levels of West Indianapolis residents. Most of the housing programs operated by WIDC are designed to provide affordable housing for low and moderate income households.

WIDC has developed its own investment plan through 1998. Of the seven goals in the investment plan, four are characterized as directly addressing housing needs. The other goals identified are supportive of other important neighborhood needs and organizations related to housing. With the possible exception of proposed senior rental housing, the investment plan is consistent with a strategy of home ownership. Listed below are the goals, objectives, and specific actions of WIDC's investment plan.

*Goal:* Promote home ownership

*Objectives:* Maintain home ownership at current levels.

*Strategies:* WIDC will promote home ownership by overcoming financial and psychological obstacles in the community.

*Action  
Plans:*

A. The HOME Program has been developed to:

- Enable low income families to purchase a home. Under this program, WIDC provides the purchaser with funds for the down payment, closing costs, and necessary repairs through a deferred, 0% loan. Purchasers of homes in West Indianapolis whose income is at or below 80% of median income are eligible for the program. First

mortgage funding is provided by a local bank. WIDC's loan is provided using federal HOME funds.

- Provide that all activities necessary for a home purchase, from loan application to acquisition closing, are conducted in the neighborhood at the WIDC office.
- Provide for home ownership training by requiring participants to complete a training class conducted by INHP.
- Provide for counseling and financial planning assistance through INHP.

- B. WIDC's neighborhood development efforts in land use planning, retail and service expansion, and housing rehabilitation supports the goal of home ownership by promoting the continued viability of West Indianapolis as a residential neighborhood.

*Goal:* Facilitate the repair and rehabilitation of existing homeowner housing stock.

*Objectives:* Facilitate the rehab/repair of 90 homes by January 1, 1999.

*Strategies:* Administer programs to assist in home repair and rehabilitation.

*Action  
Plans:*

- A. WIDC provides rehabilitation assistance through deferred payment, 0% loans to homeowners. Funding is provided by the City of Indianapolis under the federal Community Development Block Grant and HOME programs. Residents at or below 80% of median income are eligible. Projects are selected by a committee of the Board of Directors.
- B. A Volunteer Program was developed to perform routine maintenance/repairs and community clean-up activities. The Volunteer Program also serves as a vehicle to communicate the activities of WIDC and the needs of the community to our corporate neighbors and their employees.
- C. A Local Housing Fund, provided by donations, has recently been established to provide loans or grants to homeowners

where the requirements in the use of federal funds would be prohibitive. In addition, the Local Housing Fund is used to fund activities of the Volunteer Program.

- D. The HOME Program also provides for repairs at the time of acquisition.

**Goal:** Develop housing options for seniors.

**Objectives:** Enable more seniors to remain in West Indianapolis.

**Strategies:** Develop new rental units for seniors and assist with existing housing needs.

**Action  
Plans:**

- A. WIDC will construct 39 housing units for seniors. Funding for the senior housing will be through the use of Low Income Housing Tax Credits.
- B. The option for seniors to be able to remain in their homes is facilitated both by the volunteers helping with repairs and by the activities of the Homeowner Repair Assistance Program.

**Goal:** Improve area housing stock through the construction of new and rehabilitated units.

**Objectives:** Develop 50 units of new housing and rehab housing by January 1, 1999.

**Strategies:** Establish WIDC's role as a developer of new and rehabilitated housing units.

**Action  
Plans**

- A. Develop 39 senior housing units.
- B. Partner with Habitat for Humanity and/or a private developer to facilitate land acquisition and development of new housing units.
- C. Partner with Concord and SEND CDCs to develop LIHTC projects.



### **3. City of Indianapolis Department of Metropolitan Development (DMD)**

At the local level, DMD administers two federally funded entitlement programs under regulations from the U.S. Department of Housing and Urban Development. The two programs are the Home Investment Partnerships and Community Development Block Grant. DMD was also successful in competing nation wide for a limited amount of funding under the HOPE 3 program. In each of these federal programs, DMD passes funding through to eligible development entities. Listed in more detail are the three programs.

#### **A. *HOME INVESTMENT PARTNERSHIPS (HOME)***

Under the program regulations, local communities can use HOME funds for a wide range of affordable rental and homeowner housing activities including certain administrative costs. DMD has developed the following program descriptions related to use of HOME funds:

##### **Investor-Owner Rehabilitation Loan Program**

The Investor-Owner Rehabilitation Loan provides affordable rental housing units to very low and low income households by providing gap financing to the investor-owner (developer) to rehabilitate substandard housing. Development assistance may be provided as a deferred payment loan at a 0% interest rate, or forgivable at the date of termination of the minimum period of affordability, or as a loan with interest and term determined by the City of Indianapolis.

The limitations are that at least 20% of a project's completed units must be made available to tenants whose income does not exceed 50% of the median family income, 70% of the units must be occupied by tenants at 60% of the median income, and the remaining 10% of the units occupied by tenants at no more than 80% of the median family income.

##### **Single-Family Homeownership Opportunity Program**

This program provides a source of gap financing for the acquisition, rehabilitation, or new construction of properties developed through qualified Community Development Corporations. Funds may be provided in the form of forgivable deferred loans, grants, repayable non-interest and low interest loans, and interest subsidies. WIDC currently utilizes HOME funds under this program category.

### Home Improvement Loan Program

This program provides assistance to low and very-low income homeowners needing home improvements. Gap financing is available to eligible homeowners who apply through CDC providers. Funds are generally provided in the form of forgivable deferred payment loans, grants, or a combination thereof. WIDC currently utilizes HOME funds under this program category.

### Home Partnership Loan Program

This program provides assistance to very low and low income households for all eligible HOME activities approved by the City through the Indianapolis Neighborhood Housing Partnership. HOME funds are provided as gap financing generally in the form of forgivable deferred payment loans.

### Tenant Assistance Program

This program provides assistance to tenants as a rent subsidy payment (including utilities) in projects that otherwise would not work due to the gap between rent charges and tenant affordability. These funds may also be used for security deposits for rental of dwelling units.

### Set-Aside for Community Housing Development Organizations (CHDO)

No less than 15% of the City's HOME grant allocation is reserved for investment in housing to be owned, developed, or sponsored by CHDOs. WIDC is a designated CHDO and is eligible to apply for funds.

## **B. *COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG)***

Under the CDBG, local communities can use funds for a wide range of housing, community, and economic development activities. The City of Indianapolis has traditionally reserved a portion of its annual CDBG funds for neighborhoods to propose various projects and programs of their own design.

### Neighborhood Development Fund (NDF)

This activity enables eligible profit and non profit organizations to compete for CDBG funds to provide affordable housing, commercial revitalization, or job creation. Subject to available funds, successful proposals are performance based, meet CDBG requirements, benefit low and moderate income persons, or aid in the prevention and elimination of slums and

blight. Requests for proposals can be obtained from the Community Development and Human Services (CDHS) division of DMD. Since proposal requests are typically offered once a year, interested organizations should contact CDHS to inquire about the schedule and request to be put on a mailing list.

#### *C. HOPE 3 PROGRAM*

The HOPE 3 Program is administered by the Community Development and Human Services division of DMD. This program provides gap financing to participating community development corporations to acquire and rehabilitate properties. Properties that are eligible include Federal Housing Administration and Veterans Administration foreclosed properties as well as City donated properties. Once rehabilitated by the development corporation, the property is sold to eligible first time home buyers who have successfully completed a home ownership training course offered by INHP. HOPE 3 properties can be transferred to the home buyer through outright purchase or on a two year lease to purchase. The lease to purchase option often gives persons with minor credit problems an opportunity to assume permanent financing.

#### **4. Indianapolis Neighborhood Housing Partnership (INHP)**

The INHP participates in a variety of affordable single and multiple family developments. INHP provides direct financial assistance to home owners and home buyers and also partnerships to develop affordable housing.

INHP offers housing counseling and operates a Home Ownership Training (HOT) program. The HOT Program is a prerequisite for first time home owners under the HOPE 3 Program. INHP also provides lines of credit and administers the INDI Program, a program that awards funds to certain community development corporations for operating expenses.

##### Good Neighbor Loan Program

The Good Neighbor Loan Program combines a first mortgage from a participating lender and a second low rate mortgage from INHP. Funds can be used for property purchase, rehabilitation, and closing costs with an option to finance with no down payment. The Good Neighbor Loan Program enables the borrower to finance 100% of the improved property value.

The Good Neighbor Loan Program is sometimes used in conjunction with the Home Partnership Loan Program. When this is done, the Good Neighbor Loan is typically used to purchase the property and the Home Partnership Loan Program is typically used to rehabilitate the property.

## **5. Local Initiatives Support Corporation (LISC)**

LISC assists community development corporations in revitalizing neighborhoods for the benefit of low and moderate income persons. LISC uses conventional standards to evaluate project merits, but offers flexible financing that can address unique CDC needs. Often, LISC provides seed money or funds for pre construction activities such as environmental studies, architectural fees, market analyses, land options, technical services, etc. Funding rarely exceeds 20% of total cost and is generally provided in the form of loans or grants which can be recycled for other projects. LISC also provides bridge loans to expedite project implementation, loan guarantees to help induce banks to lend, construction loans at favorable interest rates, and lines of credit for capital projects to community development corporations with assets of \$1 million or more. At present, the following guidelines apply to LISC funds:

- Only charitable, tax exempt community development corporations can receive LISC funds (unless services are a third party contract).
- Loans are currently provided at 5 to 7 percent, with full repayment within an average of 7 years. They may be subordinate to loans from private lenders under LISC's usual underwriting standards. Loan amounts are limited primarily by the amount of funds available in the local account, but generally do not exceed \$300,000.
- Grants are generally provided to community development corporations where special costs must be incurred to analyze or start a project. Grants usually do not exceed \$25,000.
- Recoverable grants are a form of small, high risk, unsecured financing, repayment of which is forgiven if projects are not successful.
- Guarantees are provided for bank financing in order to induce banks to lend. All guarantees are partial, requiring banks to take risk.
- Funds may be provided to hire consultants to assist in analyzing or starting a program or project, or to complete or one time tasks.

## **6. Project 180**

Administered by the Indianapolis Clean City Committee with support from the City of Indianapolis and the Indianapolis Water Company's Revive A Neighborhood Program, Project 180 brings a variety of supplemental resources to support housing and other neighborhood activities. These activities range

from clean-up campaigns to rehabilitation projects. Project 180 resources include, but are not limited to, financial assistance and volunteer efforts.

**7. Low Income Housing Tax Credit (LIHTC) Program**

Administered by the Indiana Housing Finance Authority, this program provides a tax credit for the acquisition, rehabilitation, or construction of low income rental housing. Projects must have at least 20% of the units for families with incomes no higher than 50% of the median or at least 40% of the units for families at or below 60% of median income.

Gross rents, excluding federal rent subsidies, can not exceed 30% of the income limit. The low income requirement must be met continuously for a period of 15 years beginning on the first day of the first taxable year in which the credit is claimed. The credit on a project is provided annually for a 10 year period.

The credit is computed on a depreciation of low income units. The credit rate is set by the U.S. Treasury and provides a total credit over the 10 year period that is equal to the present value of 30% of the cost of acquisition and 70% of the cost of rehabilitation or construction.

**8. Neighborhood Enhancement Fund**

The Neighborhood Enhancement Fund (NEF) is administered through the Greater Indianapolis Progress Committee. NEF provides a source of funding for community projects that can support housing activities.

**9. Residential Property Tax Abatement**

The City of Indianapolis operates a residential tax abatement program. Under this program, certain types of residential projects located within areas served by community development corporations may qualify for up to a six year tax abatement. Tax abatement gradually phases in the increase of property taxes resulting from new construction of single and multiple family units, and rehabilitation of multiple family units 4 or more.

The 6 year tax abatement period for single family construction is limited to a maximum \$12,000 of assessed value. Single family rehabilitation projects are not eligible for tax abatement. Tax abatements are administered by DMD and must be approved by the Metropolitan Development Commission.

## LAND USE PLAN

The land use plan for the West Indianapolis neighborhood is designed as an update to the 1992 plan and the Comprehensive Plan of Marion County. The land use plan develops recommendations for land use that address issues and concerns of residents and property owners in the neighborhood. The reason for developing a land use plan is the protection of health, safety, and welfare of residents and also protecting the rights of property owners as established by law.

Designation of recommended land uses does not mean the land will revert to that use, rather it will serve as a guide for future development when petitions are filed. When rezoning and variance petitions are being considered, information from the land use plan can be used to convey the preference for a particular site.

## COMPREHENSIVE PLAN FOR MARION COUNTY

The Comprehensive Plan for Marion County serves as a very general guide for decision makers concerned with the physical development of the Indianapolis community. The Comprehensive Plan also provides a framework for detailed physical development plans, such as the West Indianapolis Neighborhood Plan. Consequently, the West Indianapolis Neighborhood Plan will supersede the Comprehensive Plan for Marion County. The policies identified in the comprehensive plan that apply to the West Indianapolis neighborhood are:

1. Provide incentives and eliminate impediments to encourage private investment.
2. Assist through programs the development, rehabilitation, and reuse of governmental, commercial, industrial, educational, recreational and cultural projects.
3. Undertake developments related to social services.
4. Encourage the revitalization of existing neighborhood commercial areas by strengthening adjacent residential areas and by restricting new commercial uses to the existing commercial areas.
5. Promote infill development of vacant parcels with full consideration of architectural compatibility and environmental and open space impact on surrounding areas.
6. Encourage and expand housing rehabilitation and construction through public assistance programs, financial incentives, strategic improvement planning, and other techniques as appropriate.

7. Make public financial resources available to support and encourage development and revitalization opportunities.
8. Facilitate revitalization and redevelopment in appropriate areas by assembling parcels for large developments through the existing redevelopment statute.

### LAND USE RECOMMENDATIONS

Residential areas should be protected from the encroachment of uses which are detrimental to the single family character of the neighborhood. Special attention was given to areas where industrial and commercial uses are adjacent to residential areas.

Parks and green space were also given attention, particularly to preserve existing areas and to help reduce impacts of industrial and commercial land on sensitive areas. Specific land use recommendations address the 1995 issues.

### ALTERNATE LAND USE RECOMMENDATIONS

There are sites which can be used alternatively in a variety of ways to benefit the neighborhood. By identifying these areas, business leaders and citizens realize that social and economic conditions may not always support one recommendation. The following alternate recommendations are to be considered:

1. The area abutting Big Eagle Creek. The primary recommendation is for open space, a recommendation which is intended to help protect Big Eagle Creek from environmental contamination. The alternative recommendations are consistent with existing land uses.
2. Former school on York Street. The primary recommendation is for office commercial. The structure on this site could be renovated as multiple family units for senior citizen housing. If this is not feasible, a day care facility is an acceptable alternative.

### HISTORIC PRESERVATION

Future land use decisions should preserve structures of historical and architectural significance. Such preservation is important to maintaining the urban design quality, charm, and character of the West Indianapolis neighborhood.

There are structures in the neighborhood which are designated for their historic and/or architectural value. Historic preservation designation strongly recommends renovation of these structures.

The Historic Landmarks Foundation of Indiana designates structures as “outstanding” or “notable”, which means a special effort should be made to preserve their historic and/or architectural value. The following structures are designated as outstanding or notable in the West Indianapolis neighborhood.

- Nicholas McCarthy School No. 48 at 1102 S. York Street. Romanesque revival style. Built in 1889.
- F & AM Lodge No. 669 at 1600 W. Morris Street. Neoclassical style. Built in 1909.
- Assumption Catholic Church at 1117 S. Blaine Avenue. Gothic revival style. Built in 1894.

### LAND USE DEFINITIONS

The following section describes typical uses that may be found in each land use category.

#### LOW DENSITY RESIDENTIAL

- 2 - 5 dwelling units per acre. Single-family and two-family houses.

#### MEDIUM DENSITY RESIDENTIAL

- 5 - 15 dwelling units per acre. Single-family and two-family houses and multi-family dwellings.

#### COMMERCIAL OFFICE

- Office uses such as architectural, law, and accounting; advertising, public relations, and employment agencies; banking and insurance centers; and medical and dental facilities.
- Certain special uses such as nursing homes and day care centers.
- Educational services such as business, technical, and secretarial schools.

#### COMMERCIAL RETAIL AND SERVICE

- Retail to include art galleries, antique stores, grocery stores, apparel and accessory stores, artist and architect supply stores, book stores, camera and photographic stores, florists, bakeries, card and stationery stores, hardware stores, jewelry stores, pet shops, framing services; and record, tape, and compact disc stores.



- Personal, professional, and business services such as barber and beauty shops, dry cleaners, and shoe repair shops.
- Repair service such as jewelry, watch and clock repair, key duplicating shops, typewriter, shoe and camera repair, and certain automotive service.
- Restaurants and taverns with certain restrictions.

## LIGHT INDUSTRIAL

Industries that typically do not create objectionable characteristics that extend beyond their property lines, such as assembly operations of premanufactured parts or components, and assembly, repair, or manufacturing of light component parts of products. Some examples are:

- Jewelry manufacturing and engraving
- Warehousing
- Construction companies
- Upholstering
- Paper box and paper products manufacturing from finished paper.
- Manufacturing of optical goods.

## HEAVY INDUSTRIAL

Industries that are heavier in character than those permitted in light industrial categories and which, because of their nature, should be located away from residential areas. This includes the manufacture and assembly of durable electric and/or gas household appliances, and the manufacture of tools and implements, machinery, and machinery components. Some examples are:

- Motor truck terminals
- Coke ovens
- Cement, lime, and gypsum manufacturing
- Scrap metal reprocessing
- Auto and truck component manufacturing

## SPECIAL USE

Special uses are those that are difficult to classify in the major land use categories. Some examples are:

- Churches and Schools
- City, County, State, and Federal Offices
- Power substations
- Switching stations
- Non profit agencies
- Nursing homes
- Hospitals
- Union Halls

## PARKS AND OPEN SPACE

Parks and open space serve as an area for recreation or an area accessible by the general public. Some examples include:

- Civic open spaces
- Magnet and neighborhood parks
- Open space corridors and greenways (White River State Park)



## **ZONING PLAN**

After reviewing current zoning and recommendations for future land use, a zoning plan was developed. The zoning plan for the West Indianapolis neighborhood is partly designed to properly designate various properties whose uses, although appropriate, are not supported by the proper zoning classifications. The remainder of the zoning plan provides direction for development on vacant land, addresses areas in transition to a different use, and separates incompatible uses through buffering and transitional uses.

The zoning plan is to be used only as an indication of the desirable zoning of sites in the West Indianapolis neighborhood. It should not be inferred from the zoning plan that new regulations will become effective on property. Zoning changes are made through the petitioning process and must include public comments and be voted upon by the Metropolitan Development Commission.

The zoning ordinance for the City of Indianapolis has been revised to reflect four industrial zoning classifications instead of five classifications. The fifth zoning classification, I-5 Heavy Industrial which allows the maximum amount of outside storage, is being merged into the I-4 Heavy Industrial category. Also, the I-3 Medium Industrial category will no longer exist. The zoning recommendations in this plan reflect these changes to the zoning ordinance.

Implementation of the zoning plan may require a concerted effort on the part of individual property owners and the City of Indianapolis to rezone numerous parcels. Property owners wishing to pursue this option by joining with adjacent landowners to petition for a change in zoning classification should be encouraged. Also, rezoning land according to this plan can be recommended by City staff when development petitions are submitted.

### **ALTERNATE ZONING RECOMMENDATIONS**

Similar to land use recommendations, there are sites which can be used alternatively in a variety of ways to benefit the neighborhood. The following alternate recommendations are to be considered:

- A. The area abutting Big Eagle Creek. The primary recommendation is for parks and open space (POS), for which no zoning classification exists. The closest zoning classification is Park (PK-1), a recommendation which is not feasible at this time for development of a greenway. Alternative recommendations are consistent with existing land uses and minimizing the risk of contamination to Big Eagle Creek.
- B. Former school on York Street. The primary recommendation is for Office Buffer (C-1). The structure on this site could be renovated as multi-family

units for senior citizen housing (D8 - Urban Single and Multi Family). If this is not feasible, a day care facility is an acceptable alternative (C-1).

## ZONING DESCRIPTIONS

The following section describes zoning districts recommended in the zoning plan.

### Dwelling Districts:

- D5 - Medium Density Single-Family. Permitted are single and two-family houses.
- D6II - Suburban Multi-Family. Typical Density is nine to twelve dwellings per gross acre.
- D8 - Urban Single and Multi-Family. Permitted are a full range of housing developments (single, two, and multiple-family).
- D11 - Mobile Dwelling. Intended for high density mobile home dwellings.

### Commercial Districts:

- C1 - Office Buffer. Exclusive office district.
- C3 - Neighborhood Commercial. Permits a range of indoor retail sales and personal, professional, and business services in a neighborhood.
- C3C - Corridor Commercial. Provides for retail uses along high volume roads in established residential areas. Permitted are combined residential and commercial uses in a structure.
- C4 - Community Regional Commercial. Permits business groupings and shopping centers.
- C5 - General Commercial. Intended for commercial uses with outdoor operations on roads with heavier commercial traffic.
- C6 - Thoroughfare Service. Permits service uses relating to freeway interchanges and other controlled access highways.
- C7 - High Intensity Commercial. Permits retail uses with significant amounts of outdoor storage (materials, equipment, and parking of trucks). Typically located away from residential districts on high volume highways.

- CBDS - Central Business District Special. A special zoning district in downtown Indianapolis including public, semi-public, apartment, and office research and development uses.

#### Industrial Districts:

- I2U - Light Industrial Urban. Applicable to older industrial districts which may serve as a buffer between residential and heavy industrial areas. Uses are those with few objectionable nuisances. Outside storage not to exceed 25% of the gross floor area.
- I3U - Heavy Industrial Urban. An intermediate district between light and the heaviest industrial district. Outside storage not to exceed 50% of the gross floor area.
- I4U - Provides for heavy industrial uses with nuisances that are difficult, expensive, or impossible to eliminate. Outside storage not to exceed 75% of the lot area.

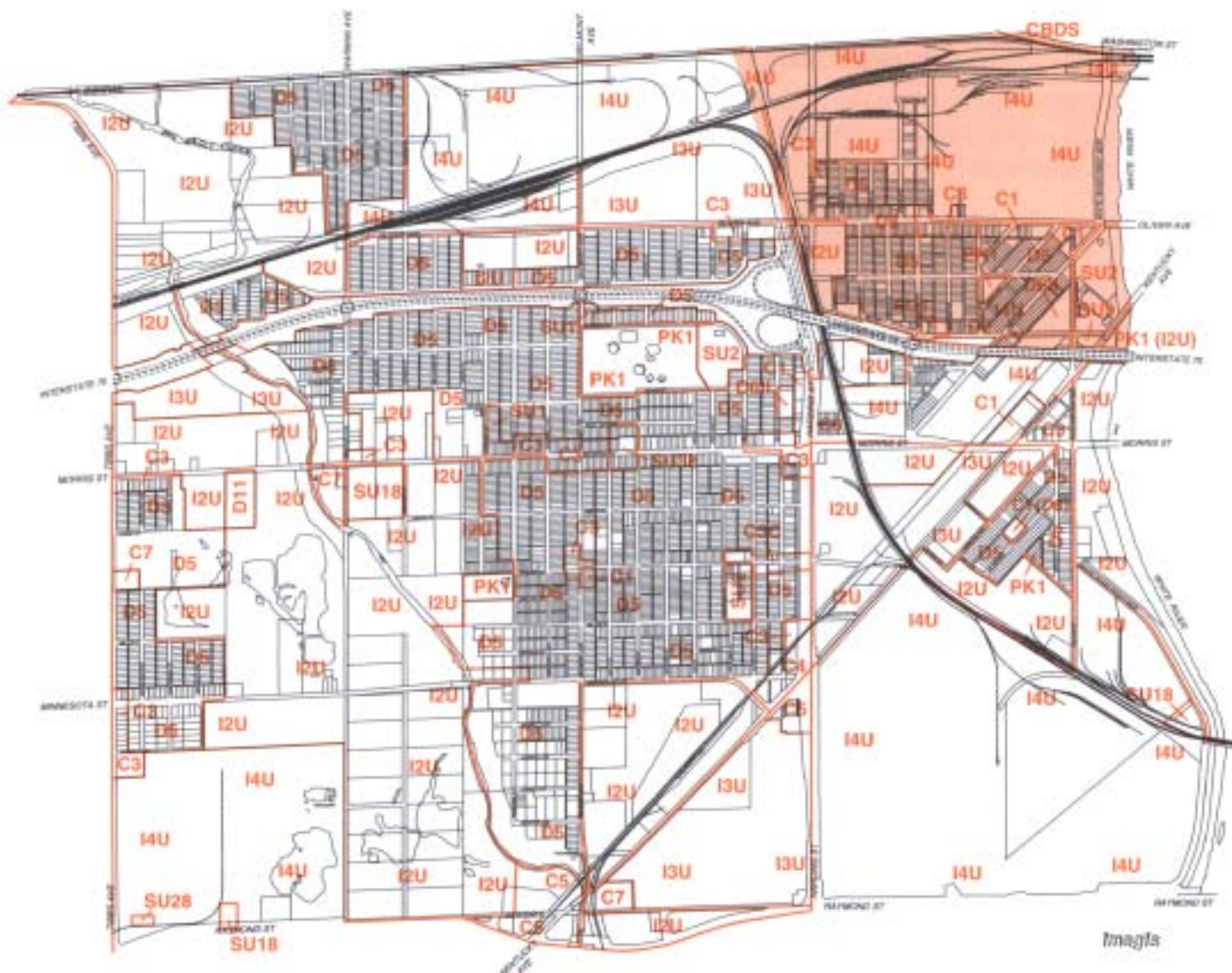
#### Special Use Districts:

- SU1 - Churches.
- SU2 - Schools.
- SU9 - Building and grounds used by any local, state, or federal government.
- SU18 - Light and power substations.
- SU28 - Petroleum refineries and petroleum products.
- SU38 - Community Center.

#### Park Districts:

- PK1 - Park District One. Permits all sizes and ranges of public park land and facilities.





**MAP 7 - ZONING PLAN  
WEST INDIANAPOLIS NEIGHBORHOOD PLAN**

**SPECIAL USE DISTRICTS**

- SU1** Church
- SU2** School
- SU9** Government
- SU18** Light & Power Substation
- SU28** Petroleum Refinery
- SU38** Community Center
- PK1** PARK
- Regional Center Secondary

**COMMERCIAL DISTRICTS**

- C1** Office Buffer
- C3** Neighborhood
- C3C** Corridor
- C4** Community-Regional
- C5** General
- C6** Thoroughfare Service
- C7** High Intensity
- CBDS** Central Business District Special

**DWELLING DISTRICTS**

- D5** Medium Intensity Single Family
- D6II** Low Intensity Multi-Family
- D8** Urban Single & Multi-Family
- D11** Mobile Dwelling

**INDUSTRIAL DISTRICTS**

- I2U** Light Urban
- I3U** Medium Urban
- I4U** Heavy Urban

**Note:** Alternate zoning recommendations for areas are specified in parenthesis by abbreviation of the proposed zoning as listed above.

## CREDITS

### Neighborhood Residents and Business Representatives

Vickie Anderson	Larry D. Jones
Hazel Blankenship	Stephen Kerzan
Joe Boarman	Cheryl Kerzan
Cathy Clark	Bertha Leak
Jean Cole	Patricia Manual
Betty Conner	D.E. Meachum
Ethel Cotton	Joe Menendez
Belinda Darney	Cheryl Phillips
Patty Daviau	Shirley Purvitis
Louis Dilcher	Rosemary Rose
Karen Dilcher	Cynthia Sego
Glenna Dragoo	Richard Sheperd
Emilie	Anna Shepard
Rick Freeman	Mary L. Turner
Gail Gelhausen	Shirley Utterback
Beth J. Gibson	Bonnie Vaughn
Cornelia Harris	Margret Veale
Bill Holmes	Mike Young
Mary Holmes	

### West Indianapolis Development Corporation

Jeff Gearhart, Director

### ADMINISTRATION AND POLICY DIRECTION CITY OF INDIANAPOLIS

Mayor Stephen Goldsmith

### Indianapolis-Marion County City-County Council

Philip Borst, 25th District

Jeff Golc, 17th District

### Metropolitan Development Commission

Walter Niemczura, President

Randolph Snyder

James J. Curtis, Sr.

Mel Seitz

Lance Bundles

Lillian Charleston

Jack H. Hall



Robert Smith  
Steve Schaefer

Department of Metropolitan Development  
Moira Carlstedt, Director

Division of Neighborhood Development  
Suzette Foster, Center Township Administrator  
David Kingen, Center Township Administrator  
Ed Mitro, Current Planning  
Barbara Rogers, Wayne Township Administrator

Division of Planning  
William Boyd, Senior Planner  
John Byrnes, Senior Planner  
Tim Hayes, Senior Planner  
Keith Holdsworth, Senior Parks Planner  
Jon Meeks, Administrator  
Robert Wilch, Principal Planner

Others

Elaine Gillahunt, Department of Parks And Recreation  
Charles Peoni, Department of Capital Asset Management